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ABSTRACT

An 11-semester research team conducted an evaluation of the Concerted Services in Training and Education (CSTE) pilot projects in Arkansas, Minnesota, and New Mexico. CSTE is a direct action program which attempts to stimulate area development through coordination of services and programs at local and national levels. Using an evaluative model consisting of environmental, resource, process, and product evaluation, data were gathered and analyzed from on-site evaluations and a survey of 855 community leaders and agency directors, graduates, trainees, and control groups. The team found substantial evidence that CSTE is attaining satisfactory performance on all objectives. Some expansion of local industry occurred and several small industries located in the pilot areas, but the overall increase in local employment was not great. In its present form CSTE appears to lend itself to rural counties that are conspicuously lagging in economic development. Though low income people have been helped by the training programs, a need still exists to attract wider participation of these people, not only into the training program, but also into the planning process. Related documents in this issue are VT 011 403-404 and VT 011 474-475. (SB)

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PLANNED CHANGE IN LOW-INCOME RURAL AREAS: AN EVALUATION OF CONCERTED SERVICES IN TRAINING AND EDUCATION

B. EUGENE GRIESSMAN

DEPARTMENT OF SOCIOLOGY AND ANTHROPOLOGY
NORTH CAROLINA STATE UNIVERSITY

Center Research Monograph No. 2

CENTER FOR OCCUPATIONAL EDUCATION
NORTH CAROLINA STATE UNIVERSITY AT RALEIGH
1969

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PLANNED CHANGE IN LOW-INCOME RURAL AREAS: AN EVALUATION OF CONCERTED SERVICES IN TRAINING AND EDUCATION

Project No. 7-0348
Grant No. OEG-2-7-0348-2698

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1969

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Center Research Monograph No. 2

CENTER FOR OCCUPATIONAL EDUCATION
North Carolina State University at Raleigh
Raleigh, North Carolina

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PREFACE

The report presented here represents the completion of an evaluation study of a program of Federal assistance. The program was unique; so too were the problems of evaluation. The program, Concerted Services in Training and Education, was not designed for massive Federal intervention, but was intended to use a single individual as a catalyst for promoting programs through existing agencies. The name "coordinator" which was assigned to this individual provided an apt description of his role. His job, as implied by its creators, was to innovate, communicate and stimulate; not to administer.

The evaluation of this program was undertaken by Dr. B. Eugene Griessman and a selected team of professional researchers in the three states where the program was to be run in pilot form. Broadly speaking, their task was similar to that of any evaluator. In order to provide information for decision-making they had to assess the cost of the inputs into the program and the value of the program output and determine whether value received exceeded costs. A representation as simple as this does no justice to the difficulties involved. The inputs to the CSTE program were knowledge, ability, energy and training. The products of the program were manifested in better communications and articulation between various agencies in the areas served by CSTE, and by the assistance rendered those agencies in serving their constituents. The coordinator himself had no authority to direct programs, only to provide stimulation, encouragement and assistance.

It is to the credit of Dr. Griessman and the evaluation team that they were able to provide not one, but a series of comprehensive and articulate reports covering the individual states and the total program.

The various members of the evaluation team spent many hours in the field carefully documenting the activities of the three coordinators in order to insure not only that the products of the CSTE program were correctly identified, but also that the processes leading to those products were fully understood. Their diligence is manifested in the reports covering the individual states. Dr. Griessman's task was to synthesize the material of the State reports, provide an overview of the total project, and present the recommendations of the evaluation team. This report provides substantive proof of his accomplishment.

There are many people who deserve thanks for their cooperation and assistance in the evaluation project. The members of the evaluation team in each of the three states, and the three CSTE coordinators and their staffs who cooperated fully in the investigation, merit thanks. Furthermore, the cooperation and assistance of the leadership of local, and State branches of national agencies, and state agencies such as State Departments of Vocational Education must be recognized. Without their help neither the program, nor the evaluation could have been successful. Specific recognition is due the men who provided professional reviews for the Center's publication series.

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Finally, a note of appreciation is due the members of the Center Staff who were responsible for the production of the monograph.

John K. Coster
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ACKNOWLEDGEMENTS

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The late Edward A. Suchman, University of Pittsburgh, also served as a special consultant. The misfortune of his death is deeply felt.

I gratefully acknowledge my debt to these colleagues and co-workers. They made the task of coordination a pleasant one.

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CHAPTER I

INTRODUCTION

Background of the Program

Once a well-known educator was asked what people would do after automation had thrown them out of work. He replied, "They could talk with one another." That optimistic forecast, unfortunately, has meant little to literally millions of unemployed, underemployed, and underpaid rural Americans. Many have migrated to urban areas with ambitions and raw strength, but with little else. Those left behind do indeed talk with one another, but the talk is often gloomy.

Both Republican and Democratic administrations have formally recognized the deleterious effects of technological change in rural areas during the national shift from an agrarian economic base to an industrial one. A concern for the difficulties of rural people is documented in three Executive Orders 10847, 11122, 11307 that eventually culminated in an experimental program known as Concerted Services in Training and Education (CSTE). It was implemented under the auspices of the Rural Development Committee in three states during the fall of 1965. The underlying assumption of the program was that the Federal Government working in cooperation with state and local governments, private agencies, and individuals could improve the lot of rural people by identifying their needs and providing appropriate assistance. It was considered that a series of concerted actions would contribute greatly to national progress and well-being.

An interdepartmental task force, comprised of representatives from all cooperating agencies, and a liaison officer were charged with the administration of the projects. The sites selected for the first CSTE projects were St. Francis County, Arkansas; Todd County, Minnesota; and Sandoval County, New Mexico. These counties were to be representative of other rural areas where economic and social conditions are substandard and occupational and other education programs are inadequate.

Objectives of the Program

The objectives of the program were formulated during 1964-1965 by an interdepartmental study committee. The initial draft, which represented the thinking of Washington personnel, was subsequently modified after consultation with governmental employees and laymen in the field. The final version called for the experimental program to:

1. Develop general operational patterns for concentrating all of the available, emerging and necessary agencies and resources on the occupational education problems, and as necessary on the health, welfare, socioeconomic, and related problems of those residing in the three communities.

2. Identify existing and potential employment opportunities as occupational education programs available to youth and to adults who are unemployed or whose income is insufficient to maintain a respectable standard of living.

3. Develop ways in which these rural communities can provide educational guidance, and other services needed to help people become employable and secure employment. This would include development of plans for: increasing basic educational skills, improving general conditions of health and correcting physical conditions, improving appearance and personal characteristics, providing vocational counseling, developing occupational competency.

4. Demonstrate that occupational education programs, in conjunction with other economic development activities, can significantly increase employment opportunities.

5. Demonstrate that a concerted occupational education effort, based on local involvement, will develop indigenous leadership, individual dignity, initiative, and community awareness resulting in continuing community development.

6. Determine the relationship of the traditional educational and occupational patterns of people in the communities to their present and emerging needs and make recommendations for necessary adjustments.

Format of the Report

The CSTE concept, briefly introduced here, will be developed and appraised in the remainder of this report. In the next chapter the evaluation model and procedures are presented. The remaining sections follow the sequence suggested by the model. Chapter II is developed as a unit so that those readers not particularly interested in evaluative procedures may move directly to Chapter III for a discussion of the CSTE approach.

CHAPTER II

EVALUATIVE RESEARCH PROCEDURES

The Interdepartmental Task Force felt that the Concerted Services approach had important implications for rural programs throughout the nation and, consequently, called for an intensive evaluation. An internal evaluation was designed whereby the coordinators provided the project administrators with continuous detailed accounts of their activities. The Task Force also authorized a thorough investigation and assessment that was to be conducted by an outside evaluation team. The contract for this independent evaluation was awarded to the Center for Occupational Education, North Carolina State University. In implementing the evaluation, subcontracts were negotiated for state reports with the University of Minnesota, the University of New Mexico, and the University of Arkansas.

This report is the fifth in a series of reports which have been produced to provide detailed information about the viability of the approach. The first report presented an overview of Concerted Services and provided an interim evaluation of the program.[1] The second, third and fourth reports evaluated the operation of Concerted Services in the three pilot areas.[2] The present report, which draws heavily upon the state reports, examines the concept of CSTE and presents conclusions and recommendations based upon the findings.

---

[1] B. Eugene Griessman (ed.) The Concerted Services Approach to Developmental Change in Rural Areas: An Interim Evaluation. Center Research and Development Report No. 1. Raleigh, North Carolina: Center for Occupational Education, North Carolina State University, 1968.

Procedures used in the evaluation can be subsumed under five general catetories. The first of these tasks involved selection of an evaluative research model. A modified version of the CIPP[3] model was selected. It suggests four stages of evaluation.

A. Context (Environment)

Environmental evaluation involves a description of the area where changes are to occur, a delineation of the area's unmet needs, and an analysis of the problems that underlie those needs.

B. Input (Resource)

Resource evaluation involves listing relevant capabilities of appropriate programs as well as strategies that might be manipulated in an action program.

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[2] Richard Holemon; Horacio Ulibarri and Mark Hanson, Concerted Services in New Mexico: An Evaluation of Developmental Change. Center Research and Development Report No. 5. Raleigh, North Carolina: Center for Occupational Education, North Carolina State University, 1969.

J. Vernon Smith; Alvin L. Bertrand, Denver B. Hutson and John A. Rolloff, Concerted Services in Arkansas: An Evaluation of Developmental Change. Center Research and Development Report No. 6. Raleigh, North Carolina: Center for Occupational Education, North Carolina State University, 1969

Lois Mann; George Donohue, and Charles E. Ramsey, Concerted Services in Minnesota: An Evaluation of Developmental Change. Center Research and Development Report No. 7. Raleigh, North Carolina: Center for Occupational Education, North Carolina State University, 1969.

[3] Daniel L. Stufflebeam, "The Use and Abuse of Evaluation in Title III," Theory Into Practice, Vol. 6, No. 3 (June 1967), 126-133.

C. Process

Process evaluation deals with the procedures that are actually being employed. "If the demonstration ultimately proves successful and accomplishes its objectives, the key to its adoption or usefulness elsewhere may be not so much in the proof of effectiveness as in knowledge of the steps that resulted in its development and secured participation and acceptance."[4]

D. Product

Product evaluation deals with the extent to which the program's objectives have been attained. In addition, account is taken of unanticipated effects.

The second task, operationalizing objectives and identifying assumptions, called for using the program's objectives as a standard against which the outcomes of the project were assessed. "Evaluation always starts with some value, either explicit or implicit--for example, it is good to live a long time; then a goal is formulated derived from this value."[5]

Third, research strategies were selected. Even though the primary mission of CSTE is training and education, it is not a school and school evaluation techniques should not be utilized. If it were a school, the evaluators could count the number of graduates, assess the techniques by which they were taught, and calculate the economic and social benefits that accrued. CSTE, however, has not trained a single individual, and these measures should be regarded as secondary or tertiary products of the project. The primary impact of CSTE is seen in the local coordinator's role as a coordinator, consultant, information broker, and change agent. Evaluating activities such as these requires the use of sociological techniques. Those that have been utilized include critical event analysis, participant observation, opinion polling, and analysis of selected economic statistics. In order to maintain a degree of comparability of data, the evaluation team agreed upon the utilization of identical research instruments, similar investigative procedures, and a basic format for reporting the findings. Within these broad constraints, however, each state report stands as an autonomous research effort.

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[4] Hendrik L. Blum and Alvin R. Leonard, Public Administration: A Public Health Viewpoint. New York: McMillan Company, 1963, p. 318.

[5] Edward A. Suchman, "Concepts and Principles of Evaluation," Evaluative Research. New York: Russell Sage Foundation, 1967, p. 33.

Fourth, data collection involved on-site evaluations in each area for at least one year's duration. Intensive field work was completed during the fall of 1968. The evaluators prepared socioeconomic profiles of the pilot areas utilizing census data, economic reports, etc. Files and all records of the program were made available to the evaluators. Meetings of the local coordinators and those of the Task Force were open to the evaluation team. Here, coordinators and administrators freely discussed their problems, accomplishments, and failures.

Formal surveys were conducted among four populations. (See Table I)

TABLE I

EVALUATION SURVEYS

Population	Completed* Interviews
Community Influentials and Agency Directors	226
Graduates of Training Courses (Includes 51 Graduates of Farmer General Courses)	276
Trainees (Includes 79 Test-Retest)	135
Control Groups	
Graduates	48
Trainees	70
Minnesota General Survey	100

---

*Rejection rate and number of unusable survey forms--approximately 2 percent.

Community influentials and agency directors comprised three subgroups: (1) local agency or program directors; (2) elected local officials; and (3) community influentials. Reputational and positional procedures were followed in selecting individuals for this sample.

Graduates of occupational education courses were selected at random from the records of their classes. These individuals had graduated from a particular training course approximately six months prior to the interviews. Information was obtained about resident's schooling, background, employment, attitudes, aspirations, and value orientations. (The Value Orientation Projective test, now in the development stage at the Center, was utilized in many of the interviews. Further reports will be periodically released on the application of this technique to occupational education problems.)

Trainees--those enrolled in occupational education courses at the time of the survey--were interviewed using essentially the same questions as for graduates. In addition, selected trainees were interviewed before and after their graduation. Files of the local Employment Security Division Office were utilized for the purpose of drawing a sample of persons not having training experience. This constituted the control population.

Ten members of the Task Force were interviewed in order to assess their perceptions of the program's intended objectives. These interviews also helped the evaluators understand the rationale of the program.

Finally, the data were analyzed and interpreted. These data were initially analyzed at North Carolina State University. Further analysis was completed at the cooperating universities. In interpreting some of the data, control units were utilized. The state evaluation teams chose eight counties that appeared to be similar to the pilot counties. Unfortunately they were unable to locate counties that match the pilot counties on many important variables. Some counties are more rural than others, or have a larger population, or a higher per capita income, etc. The control units that were finally selected--with these caveats in mind--are:

Pilot	Control
Arkansas	
St. Francis	Phillips
Cross	Prairie
Lee	Monroe
Minnesota	
Todd	Aitken
Wadena	Hubbard
Ottertail	Lac Qui Parle
New Mexico	
Sandoval	Mora
	San Miguel*

*San Miguel was selected as a CSTE county in 1969.

It should also be borne in mind that the pilot areas selected within the states of Minnesota, New Mexico and Arkansas vary in important respects. Wide cultural, racial, and economic differences are apparent. Thus comparisons between the three pilot areas must be made with caution.

CHAPTER III

INPUT EVALUATION

This chapter examines the rationale of the Concerted Services concept, outlines the procedures that were specified for its implementation, and delineates the inputs that were available for the program. In terms of the research model, this is input evaluation.

Rationale of the Program

Concerted Services is essentially a direct action program which attempts to stimulate area development through coordination of appropriate services and programs at local and national levels. At the national level, coordination is the responsibility of the Interdepartmental Task Force and the CSTE liaison officer. These are high ranking federal administrators who afford the program a wide range of expertise. They, in varying degrees of involvement, counsel with the coordinators, and promote the CSTE concept with private groups and government leaders. At the local level, in seven pilot counties, coordinators with small staffs seek to attain program objectives through coordination of local leadership and agencies, through area analysis, educational activities, and project development.

The extent to which the CSTE approach can be applied to other geographical areas, and the generalizability of this report, depend upon grasping what the coordinators did and the resources that they used. They did not come into the pilot area dispensing large amount of federal funds; nor did they have control over any of the action programs. Instead, the strategy included: (1) legitimation from government agencies and local leaders; (2) a commission to coordinate action of local leaders and instigate new projects; (3) utilization of available inputs--national, regional and local; (4) expertise in resource development.

Legitimation. Groundwork for each of the pilot projects was carefully laid, both at regional, state and local levels, in which consideration was given to existing political relationships. Perhaps for this reason Concerted Services did not find itself unalterably opposed by powerful state and local leaders. In fact, their participation was secured before the projects were implemented.

Example:

> In the selection of St. Francis County, Arkansas a meeting was scheduled for July 14, 1965 in Forrest City, Arkansas. Representatives of the county, state, and Federal Government were invited to the meeting to discuss the objectives of the project and to consider the possibilities of the county's participation in the CSTE effort.
>
> The minutes of the meeting indicate that reaction to the program was somewhat divided. With the exception of a few large farmers, it was generally felt that the CSTE program would be an asset to the area. The reactions of these farmers were related to fears about eventual agricultural labor shortages and the threat of further encroachment by the Federal Government on local autonomy. The meeting ended with a strong indication of interest and a promise that local sentiment would be further explored.
>
> During the next few days community influentials succeeded in allaying the fears of those doubting the value of the program. On July 20, 1965 a letter was sent to the executive secretary of the RDC task force informing him of the willingness of St. Francis County people to participate in the CSTE program.
>
> The manager of the local Employment Security Division office was contacted to select a community resident as coordinator. He and a local leader formed a two-man selection committee. They then discussed the general criteria and local needs

> for an appropriate individual with other community leaders. A local school teacher, Ed. Henderson, was recommended for the position. Mr. Henderson then was interviewed by the state committee and accepted the position.[6]

Continued support of Concerted Services by local leaders is evidenced by the fact that approximately three years after the program had begun 78 percent of those polled by the evaluators felt that it had been worth the time and effort.[7]

A commission to coordinate action and instigate new projects. Instances of effective cooperation among several groups and agencies are sometimes found in rural areas. These generally come about through the efforts of farsighted individuals who take it upon themselves to secure joint action for mutually desired goals. In the case of Concerted Services, the coordinators are specifically authorized to promote such cooperation. The advantages for the coordinators are obvious. An individual without such authorization who takes it upon himself to secure cooperation is at a disadvantage because he can be charged with overstepping his authority. Should he be successful, he may receive no tangible rewards for his efforts. By contrast the coordinator, with the authorization of the Task Force, is not exceeding his authority; rather he is carrying out his expected duties. The coordinator also knows that positive rewards are forthcoming if he is successful. Thus, cooperation between organizations appears more likely when change agents perceive the goal of coordination as their specific mission, and work within the context of an incentive system.

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[6] Smith, op. cit., p. 9.

[7] Approximately 17 percent responded negatively. The remaining 5 percent were coded "no response" or "other."

Instigating new projects usually involves writing proposals. Government resources typically are made available after a proposal has been prepared, submitted, reviewed, approved, and funded. The expenditure of time and effort in this process is enormous. For rural areas, where individuals with expertise in proposal writing are scarce, this proves to be a serious handicap.

> Writing proposals requires an expertise which few people possess. These proposals must compete with proposals written by teams of experts in urban areas. One experienced urban proposal writer reported that, "the proposal writer must know what the reader in Washington wants to hear. This is called the "magic word" concept. It requires a thorough knowledge of the trends that are popular at the moment. Rural areas just don't have such people available.[8]

Beyond this, personnel of existing agencies in rural areas tend to avoid the extra effort involved in submitting and implementing proposals. Example:

> The evaluation team found no agency director in the pilot county who reported that his supervisor had asked, or directed, him to apply for federal project money (before the coordinator arrived). "I don't ever recall my boss in ______ saying anything about our getting involved," reported one director. "The subject never has come up."
>
> A member of the evaluation team asked a supervisor in ______ if it was a practice to request his subordinate at the county level to submit the project proposals for federal money. "No, we don't work that way," he replied. "We wait for them to send us proposals. We don't want to tell our county agencies how to do their job. They know better than we do if they handle the projects." The interviewer asked about those counties which did

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[8] Holemon, op. cit., p. 40.

not submit proposals. "Well, that just means they aren't interested and don't want to participate." The important point is that usually parent organizations neither direct, nor expect, their subordinate organizations in ______ County to apply for federal project money. The parent systems are satisfied if the county level organizations are conducting their primary missions efficiently. The county agencies feel that it is not their responsibility to submit proposals; no one ever asks or expects them to. In _______ County the situation has been that the county agencies have waited for their parent systems to issue directions and parent systems have been waiting for the local systems to initiate requests.[9]

Utilization of available inputs--national, state, regional, and local. The original CSTE proposal was drafted by an interdepartmental staff group for the Rural Development Committee in January, 1965. It viewed certain Departments, because of their constituted missions, as "prime motivators" of the planned program. These departments and their specific offices, bureaus, or agencies are set forth below: (Others were to be added as specific programs emerged.)

Departments	Office
1. Labor	Smaller Communities Program Office of Farm Labor Services Manpower Training Operations
2. Health, Education and Welfare	Office of Education Office of Welfare
3. Agriculture	Office of Rural Areas Development Federal Extension Service
4. Commerce	Area Redevelopment Administration

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[9] Holemon, *op*. *cit*., p. 37, 38.

The proposal also called for utilizing a variety of private and public organizations for supportive services. Groups that were considered included the Chamber of Commerce, business, fraternal, church, and religious organizations, farm organizations, associations, and co-operatives.

Other agencies of Government that were listed for possible contributions are listed below:

Department	Agency or Organization
Labor	Apprenticeship and Training
	Labor Standards
	Solicitor
	Women's Bureau
	Veteran's Reemployment Rights
	Labor Management Relations
	Wage, Hour and Public Contracts
Health, Education and Welfare	Public Health Service
	Social Security Administration
	Vocational Rehabilitation Administration
Commerce	Business and Defense Services Administration
	Public Roads
	Bureau of Standards (Institute for Applied Technology)
Agriculture	Farmer Cooperative Service
	Farmers Home Administration
	Rural Electrification Administration
	Marketing and Consumer Services
	Agricultural Economics
	Agricultural Stabilization and Conservation Services
	Forest Services
	Soil Conservation Service
	Agricultural Research Service
	Cooperative State Research Service
	National Agricultural Library

Department	Agency or Organization
Small Business Administration	Office of Business Advisory Services Office of Development Companies Office of Economic Advisor Office of Financial Services Office of Investment Assistance Office of Loan Administration Office of Loan Appraisal Office of Loan Processing Office of Management Development Office of Production Facilities Office of Public Information
HUD, formerly known as Housing and Home Finance Agency	Community Facilities Administration Urban Renewal Administration Voluntary Home Mortgage Credit Program Federal Housing Administration Public Housing Administration Federal National Mortgage Association

Since the next chapter of this report will present a detailed view of the local resources for area development, a brief discussion will suffice for an understanding of this section of the paper. These resources varied widely in the three pilot areas. Judged by the number and types of available supportive services, the Minnesota pilot area was the best developed when CSTE was inaugurated, Arkansas ranked second, and New Mexico third.

A nationally known vocational school (Staples Area Vocational School), an adjacent community college, and several organizations and co-operatives were among the visable resources in the Minnesota area. Arkansas's resources included an already approved, but not yet funded, technical institute (Crowley Ridge State Vocational Technical Training School), a few local co-operatives, a few fairly large industries interested in community development, and the area office of the Employment Security Division.

In New Mexico the Department of Interior, Bureau of Indian Affairs, provided a range of services for the Indian population. Administrative personnel for Community Action Programs (CAP) had been funded but no programs were yet in operation. No universities, community colleges, or technical institutes existed in the county. There was no Chamber of Commerce. Several civic and religious groups, the public and parochial school system, and the personnel of the various government agencies in adjacent Albuquerque and Santa Fe were among the most likely resources to be utilized in developing the New Mexico pilot area.

Organizational linkages varied at the state level. In order to secure inputs from several cooperating agencies and departments, the following arrangements were negotiated:

	State Office	Source of Funds
New Mexico	Director of Vocational Education	U. S. Office of Education Department of Interior Bureau of Indian Affairs
Minnesota	Director, Cooperative State Extension Service, University of Minnesota	U. S. Office of Education Through State Department of Vocational Education
Arkansas	Director, State Employment Security	U. S. Department of Labor

Expertise in resource development. The backgrounds of the coordinators were somewhat diverse but each previously had held a job that requires human relations skills. One had been a County Agricultural Agent, one a State Supervisor of Trade and Technical Education, and the other, a football coach and high school science teacher.

An intensive two-week orientation in Washington was arranged for training the new coordinators. In Washington they met with high-level government officials who briefed them on the programs available for rural areas. A task force member observed: "The three coordinators probably got the most thorough orientations of any government employees that have ever gone to the field."

Their specific training as CSTE coordinators did not include formal course work on community resource development. In-service training, however, has been maintained through periodic sessions in Washington and occasional on-site visits by development specialists.

Successful area development requires knowledge about potential resources. In this respect the coordinators have grappled with a problem common to many rural areas, lack of relevant information. Often rural organizations that might be willing to sponsor a program never hear about available money. A businessman in one of the pilot areas complained, "Out here we are sort of isolated from the mainstream. We don't know a whole lot about federal money. Who is going to tell us?"

Many major government agencies do not have offices in rural counties. To receive information from them, correspondence usually must be initiated from the county. "We often just don't know who to write to. There seem to be so many agencies and we don't know much about any of them," reported a community leader. The New Mexico evaluators observe that:

> Large cities usually contain most of the branch offices which have specific knowledge about many available programs and disseminate information to active organizations in big cities such as City Planning Commissions, Chambers of Commerce, members who can mobilize large groups of people to support projects.
>
> In an isolated rural community where there is no Chamber of Commerce, Industrial League, etc., who will accept the information and spread it throughout the county? The answer, in many parts of the country, is "No one."
>
> Receiving information and understanding it are two essential ingredients in the communication concept. "I can read some of those things all day and still not know what they are really after," reported a local businessman. Another stated, "We do our best to follow directions; we are not sure what they want." The communication net all too often breaks down before it reaches the rural communities.

The coordinators have been strategically placed to obtain accurate information about all the programs available for rural areas. Their schedules allow them to study new provisions, and personal contacts assure them of accurate interpretations. Periodic briefings in Washington and continuous contact with the liaison officer help keep information current. At the local level the coordinator's affiliation with various local organizations permits them to mobilize resources in order to take advantage of available resources and new developments.

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[10] Holemon, op. cit., p. 39.

Procedural Specifications

Guidelines for implementing the pilot projects were formulated by the Task Force created by the Rural Development Commission. In summary form, the program was to be developed in the following order:

1. Locations for the CSTE projects would be selected (see Appendix II for selection criteria).

2. Cooperation of state and community organizations would be secured.

3. A service team to assist project staffs would be established. This team would be composed of representatives from the Bureau of Employment Security, Office of Education and Welfare Administration, Area Redevelopment Administration, Office of Rural Area Development, Federal Extension Service, or the State Affiliates of these agencies. The team was to have three functions. First, a survey of the manpower, social, and economic resources of the community would be conducted. This was to be undertaken by a team from the Smaller Communities Program Office and the Office of Farm Labor Service. A Bureau of Employment Security economist and a rural sociologist would assess and evaluate the social structure and economic resources of the area. Second, the team would arrange to utilize existing training courses and establish new training under available training or educational statutes. Finally, the team would assist in the formulation of policies and programs for developing farm-dependent communities.

4. Area program would be established and conducted. The activities that were delineated in the guidelines include: (a) determine from previous community analyses the types and levels of occupational education needed; (b) involve appropriate educational and occupational agencies, groups, or individuals; (c) recruit and select staff and necessary project personnel; (d) provide adequate instructional plants and facilities; (e) develop curricula and instructional materials; (f) select, purchase and install needed equipment; (g) plan supervised work experience programs; (h) select and enroll students; and (i) activate independent, cooperative, and coordinated activities and programs designed to meet related needs in health, housing, recreation, etc.

5. The program would be evaluated.

6. Results of CSTE projects would be interpreted and disseminated.

7. The project would be duplicated.

The degree of congruence between these proposed procedures and their actual implementation will be dealt with in the remainder of this report.

CHAPTER IV

CONTEXT EVALUATION

The Arkansas Pilot Area

St. Francis County is a rural, east-central Arkansas county comprising 635 square miles. Its economy, until recently, has been based upon agriculture, primarily cotton production, but industry is becoming increasingly important. Forrest City, the county seat, is a town of 13,000 inhabitants. (Here it may be noted that an exception was made to the guidelines established by the RDC relative to the size of the largest town in pilot counties; see Appendix II)

In 1960, thirty-one percent of the 33,303 residents of St. Francis County were reported living in urban areas. Approximately 56 percent were nonwhite. In 1967 the population was estimated to be 33,371. A natural increase of 5,838 was offset by a net migration loss of 5,770 from 1960 to 1967.

Recently consumer spendable income per household in the area has been:

	1960	1968 (Estimate)*
St. Francis	$ 3,789	$ 5,875
Cross	4,187	8,402
Lee	3,773	5,080
The State	4,372	6,530

*Standard Rate and Data Service, Inc.

In 1968 an estimated 55.5 percent of the county's families had a consumer spendable income of less than $5,000.

The number of hiring units in St. Francis County increased from 526 in 1964 to 566 in 1968. This increase is of less significance than the fact that only two were manufacturing plants. The number employed by these plants increased from 1,436 to 2,739. These data, taken with the decrease in agriculture employment, show that agricultural workers leaving the farm and individuals entering the labor market for the first time were finding industrial rather than non-industrial employment.

The 1960 Census indicated that 28.7 percent of the persons twenty-five years and older in St. Francis County had completed less than five years of formal schooling. Only 19 percent had attained at least a high school diploma. The median number of school years completed by persons twenty five years of age and older in the county was 7.7 years.

Between 1964 and 1968 the number of vocational teachers and guidance personnel decreased from nineteen to sixteen although the total number of high school teachers increased during the period from 324 to 351. The average salary of teachers with a baccalaureate degree increased from $3,914 during the 1964-65 school term to $5,307 during the 1967-1968 school term, but this still is low by national standards.

No exact school dropout statistics are available but the local evaluator prepared some estimates. During 1966-67 the senior class graduates represented 63 percent of the number enrolled in the tenth grade during the 1964-65 school term. During 1967-68 the high school graduates represented 79 percent of the number in the tenth grade during the 1965-66 school year. These data indicate a relatively high dropout rate, but do show that the holding power of the county high school appears to be increasing.

It is obvious, even from this brief description, that St. Francis County represents a rural area with economic problems. In this sense it was a suitable selection for participation in the CSTE program, as nearly all criteria for the proposed pilot counties were met.

The Arkansas CSTE project has been expanded to include the adjoining counties of Cross and Lee. These counties parallel in practically every respect the conditions described in St. Francis County except that Cross and Lee Counties are less industrialized and more rural.

The Minnesota Pilot Area

The Minnesota CSTE pilot counties of Todd, Wadena, and Otter Tail are located in an area that is a transition from the rich, open prairies of the west and the pine forests of northeastern Minnesota. Todd and Wadena Counties are isolated semi-rural areas and are not included in or adjacent to a standard metropolitan statistical area (SMSA). Otter Tail County is adjacent to the Fargo-Moorhead SMSA and is classified as a peripheral metropolitan county. In 1968 the estimated population of Todd County was 19,700 (88 percent rural); Otter Tail County, 45,550 (70 percent rural); and Wadena County, 11,300 (64 percent rural).

Ethnic concentrations of Norwegian, German, Swedish and Finnish descent are still identifiable throughout the three counties. Less than 200 non-white persons reside in the area.

Industrialization in Minnesota has been concentrated in the southeast section of the state. In the three project counties only sixteen industrial units employ more than twenty-five people.

Land in the transition zone is generally used for pasture. Toward the south and western perimeter of the counties the open prairies are in crop land. Major crops are corn, hay, and oats. Dairying continues to predominate but beef and poultry production are gaining in importance.

Consumer spendable income per household in recent years has been:

	1960	1968 (estimated)*
Todd	$4,496	$7,407
Wadena	4,556	7,106
Otter Tail	4,131	6,936
The State	6,119	9,532

*Standard Rate and Data Service; Inc.

In 1968 an estimated 40 percent of the pilot area's families had a consumer spendable income of less than $5,000. (In 1965 the estimate was slightly over 55 percent.)

The median school years completed by persons aged 25 and over in 1960 was 8.7 for Todd and Otter Tail Counties and 8.8 for Wadena County. In 1960 the national median school years completed was 10.6.

The Staples Public School System is well known for its model ungraded school and area vocational school. The Wadena Technical Institute is expanding. Otter Tail County has a state junior college at Fergus Falls and there are plans under way for an area vocational school. Educational opportunities are available to adults through high school adult programs, the junior college, the extension courses of the University of Minnesota, the vocational schools, and off-campus course offerings of three state colleges.

Poverty is less severe in the Minnesota counties than in the other pilot areas. The major problems are under-employment, migration of youth, and a general reluctance on the part of small community residents to participate in area-wide, state and federal development projects.

Sandoval County, New Mexico

Sandoval County's first contact with western civilization came in the year 1539 when a Franciscan monk, Fray Marcos de Niza, planted a cross on the top of a small hill overlooking the Indian town of Hawikuh and claimed the territory in the name of God and Spain. God and Spain notwithstanding, the local terrain did not look particularly promising then, nor does it now. Today the county is one of the hundred poorest counties in the United States. The consumer spendable income per household in recent years has been:

	1960	1968 (estimate)*
Sandoval	$3,082	$4,917
The State	5,727	8,303

*Standard Rate and Data Service, Inc.

Currently, the per-capita income for the county is approximately half that of the New Mexico per-capita income and is the lowest of the thirty-two counties in the state. Eighty-five percent of the Indian families earn under $3000 per year (according to Indian CAP office estimates) and, of these, two-thirds make under $1,000 per year.

In 1967 the population was estimated to be 18,500. The ethnic composition is approximately 20 percent Anglo,[11] 43 percent Indian and 37 percent Spanish American. The Indians are basically of the Navajo and Pueblo tribes, with a few Apaches living far to the North. The Pueblo Indian population is estimated at 7,122 and the Navajo population at 1,556. Recently several "bedroom" communities have grown up on the southern border of the county. The residents there have most of their economic and social ties in Albuquerque and contribute little to the leadership and economic inputs of the county.

Population estimates of Sandoval County reflect the flight of younger members who seek opportunities in other areas of the state or nation. A local mayor reported that "in the thirteen years that I have lived in this town, I have seen only two high school graduates stay here after graduation."

The Department of Public Welfare carries a heavy caseload in the county. It increased slightly between 1967-1968. Late in 1967, the department reported 584 cases and 1130 persons. This means that approximately one out of eighteen persons in the county received some benefits from the Department of Welfare.

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[11] The term "Anglo" has a distinct meaning to New Mexicans. Because of the general local acceptance and understanding of the term, it will be employed in this report to refer to "non-Spanish Caucasians."

The county encompasses about 3800 square miles of New Mexico land whose major watershed terminates in the Rio Grande. Of this area about 9,000 acres can be irrigated. Because little water is available, two-thirds of the county is comprised of arid, badly eroded range land, part of which "only the rattlesnakes will claim." A local government official reports, "This lack-of-water situation has us strapped. Industry won't come into the area because we lack water, and only a limited amount of stock can graze the area." Because of the poor quality of the land, only 7.1 percent are employed in agriculture whereas 84 percent of the employed are on a wage salary. However, eventual completion of the Cochiti Dam and Reservoir offers promise for future improvement.

Land is distributed in such a way as to block any sizeable growth of industry, business, or agriculture. Of the total land, 20 percent is tribal, 14 percent National Forest, 30 percent privately owned, 4 percent state, and 30 percent other Federal lands. Of the privately owned land, two-thirds belongs to six large ranches, which accounts for most of the sales of livestock and more than half of the commercial crops sold in the county.

Paved roads are few. Travel in and out of the Pueblos and mountainous areas is difficult. No public transportation is available except along twenty-six miles of interstate highway that passes through the southeast corner of the county. Sandoval County thus typifies the marginal standards of life characteristic of much of northern New Mexico.

CHAPTER V

PROCESS-PRODUCT EVALUATION

In order to assess the program activities and the objectives of Concerted Services, the evaluation has been divided into an appraisal of four relatively distinct processes. In order of time sequence, although not necessarily in order of importance, these are:

Processes	Relevant CSTE Objectives
1. Study and analysis--identifying problems, needs, and resources.	II
2. Coordination--bringing existing agencies and institutions into closer cooperation to meet the needs identified in the study process.	I & IV
3. Training and education--developing training programs, adult education meetings, and the like to help people increase their awareness, knowledge of resources and skills.	III
4. Development--developing new organizations, indigenous leadership and the like.	V & VI

Distinguishing between process and product evaluation is often helpful for analytical purposes. In some instances, however, such a division can be cumbersome if the processes are analyzed in one chapter and their outcomes are presented in another. Table II is an attempt to avoid this dilemma. Here, twenty-three selected outcomes are presented as products, the relevant CSTE objectives are indicated, and each is keyed to a page of the report. The relationship of the objectives to the four processes is also indicated. This table enables the reader to quickly appraise outcomes of the program and, if he wishes, to readily find further discussion.

TABLE II

ACTIVITIES IN CSTE PILOT AREAS

Activity	Discussion Page	Related to CSTE Objectives: I	II	III	IV	V	VI
Smaller Community Surveys	34		X				
Arkansas	35, 58		X				
New Mexico	35		X				
Minnesota	36		X				
Title V (OEO Act, 1964) Program							
New Mexico	42			X			X
Minnesota	50			X			X
Towns United	41				X	X	
Proposal Writing	14, 60				X	X	
Trade Extension Courses							
Arkansas	48			X			X
Minnesota	50			X			
Title III-B (OEO) Program	49			X			
Low Income Housing	58	X			X	X	
Federal Outlays	56			X			
CSTE and Individual Trainees Survey	51, 52			X			
Bernalillo New Mexico City Park Project	62	X		X			

TABLE II (continued)

Activity	Discussion Page	Related to CSTE Objectives: I	II	III	IV	V	VI
Experimental Irrigation Farm (Minnesota)	36			X			
Heavy Equipment Operator Program (New Mexico)	46			X			
Coop. Leadership Activities	58			X			X
Bernalillo Development Corp.	62	X			X		
Local TAP Committee Revitalization (Minnesota and New Mexico)	37, 38 39, 41 63	X					X
Vocational Training Facilities Constructed	61			X			X
Adult Basic Education	65			X			
Todd County "Reaction" (Unanticipated effect)	57	X					

Study and Analysis

Increasingly, area analysis is coming to be recognized as an integral part of successful programs. The importance of identifying local problems, needs, and resources is formally recognized by CSTE Objective II.

Interviews with Task Force members revealed a consensus on this point. Each Task Force member was asked, "Where would you tell the coordinator to place his priorities?" Each responded in terms of are a analysis. One stated it this way:

> There are different time spans and the priorities which will change over time. First, the coordinator will have to learn the problems of the area. Then he will have to find out which local people are interested in these problems. Then he will begin to work on individual projects. This is where the analytic function comes in. He should ascertain which activities will create interest.

In keeping with this strategy each coordinator became involved in formal and informal fact-finding ventures soon after the projects were implemented. The coordinators' informal study could be classified as a participant observation technique. Through numerous contacts, and conversations in varied settings these men became acquainted with the values, problems, traditions and the leaders of the pilot area.

Formal study was conducted by mobile teams of interviewer-counselors, under the Smaller Communities Program of the U. S. Department of Labor's Bureau of Employment Security, who contacted employers and workers in each of the pilot areas. This activity had been formally specified in the procedures for the program. The teams were to inventory agricultural and nonagricultural occupations, interview, test, counsel and refer applicants to available job opportunities.

Arkansas

In St. Francis County a mobile team spent six months registering 3,760 applicants. (Approximately two-thirds had not previously registered with the local office in Forrest City.) Of these, the team tested 1,004 persons and counseled 527. After the original survey had been completed an additional 2,200 were registered (through June 30, 1969).

Data from the Arkansas Survey were used in a number of ways. One of the principal uses was in the area of job referral where, out of 775 referrals, 308 persons were immediately placed in jobs. Because the results of the survey were published by the Arkansas Employment Security Division, this information was available for use in area economic analysis. The Chamber of Commerce made use of the published information in efforts to bring industry into the area. Finally, the survey served an important public health function by enabling the ESEA health officer and public health nurse develop contact files.

New Mexico

This survey was conducted between December, 1965 and April, 1966. A total of 2,172 persons were registered. The results of the survey were published in the form of a Manpower Resource Report. Further utilization of information was similar to the pattern used in Arkansas. Inasmuch as the survey compiled information about the socioeconomic background of the registrants, utilization of the information was rather extensive. For example, when the Department of Welfare later applied for Title V (OEO Act of 1964) money, data from the survey gave local personnel support in justifying their proposal. The local director reported, "The survey was very valuable to us in locating unemployed parents for the program."

As an interesting sidelight, 2,762 Sandoval County residents have registered since the original survey was completed (through June 30, 1969). Sustained interest in this service may stem from the fact that the original survey and other assistance programs have allayed a general suspicion about government activities.

Minnesota

Three Manpower Surveys have been conducted in the Minnesota pilot areas. The Todd County registration was completed in late 1965. A total of 6,009 persons were registered. Since completion of the original survey an additional 560 have registered (through June 30, 1969). The Wadena County Survey goal was 5,000. A total of 5,175 were registered. In Otter Tail County, where the work force is estimated at 17,838, the survey response was 11,211.

The Minnesota evaluator estimates that the coordinator spent about one-third of one work year assisting the Todd County Survey Team. Similar involvement has been documented in the other pilot counties.

Other research related activities have been recorded. The Minnesota coordinator was able to help establish an experimental irrigation farm in conjunction with the Staples Vocational School and the University of Minnesota. New techniques for increasing crop yields are investigated on this farm.

The Manpower Surveys and projects such as the irrigation farm demonstrate that the research function of any developmental program is best carried out if it is not isolated from the coordinating function. The Minnesota evaluators conclude:

> In the case of the Manpower Surveys, coordination at the local level was both necessary and, possibly, carried out only because of the presence of the CSTE coordinator. In the case of the experimental irrigation farm and the long-range economic development projects, continued liaison with the University was of critical importance.
>
> We conclude that efforts in the direction of achieving the goals set in Objective II have been highly successful . . . . We believe that the existing base will result in a continuous flow of relevant information out of which future programs may emerge.[12]

Coordination

"Coordinator" is a well-chosen title for the local CSTE program directors. Examples of coordination instigated both formally and informally are numerous. The coordinators worked with existing organizations such as local Technical Action Panels, began a few new ones for good measure, and also made contacts outside the existing organizational framework in order to secure coordination.

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[12] Mann, op. cit., pp. 75, 76.

Coordination involves more than simply arranging meetings and agreements between agencies. Many communities have powerful individuals who have the ability to delay or even eliminate development projects. In addition local attitudes have often been characterized by a strong belief in local autonomy and a long-standing antagonism to federal intervention. Coordination, then, in a sense, includes legitimizing projects both with the power structure and with the people.

Activities associated with the Minnesota Manpower Survey provide one example of coordination involving both the power structure and the people. The coordinator helped with the publicity, met with state and local school officials, teachers, and Minnesota Employment Security Representatives to set up the farmer, general program under the MDTA. He discussed the survey with local leaders and obtained the support of the county Technical Action Panel (TAP) members. He also worked with the Title V directors and the Welfare Department to encourage the use of OEO funds for On-The-Job training and other means of training heads of households. When this program was funded, the survey registrants that met the qualifications of the program were located and assisted.

Arkansas

In Arkansas the local coordinator acted as an advisor to some twenty-three committees and agencies in the local community. These included organizations such as the Public Housing Authority, Manpower Development and Training Committees, Technical Action Panels, Cooperative Area Manpower Planning System, and the Office of Economic Opportunity.

This role was earned primarily as a result of his having an expertise in federal assistance programs, an ability to write project proposals, and a knowledge of potential clients for various agencies.

He served as an assistant to the administrators of various types of programs, functioned in a public relations capacity with representatives of industries seeking plant sites, and carried out field work on various programs when agency personnel were not available. Table III delineates the Arkansas coordinator's role with respect to formal organizations. The Arkansas evaluator concludes:

> In St. Francis County it was obvious from participating in meetings that prior to the arrival of CSTE the various agencies were not coordinating their activities to best advantage, nor were they obtaining all funds for which they were eligible. Perhaps the greatest service of the coordinator was as a liaison agent to the various departments and agencies in the Federal Government.[13]

Minnesota

In the Minnesota pilot area, even though coordinating structures existed, in some instances little coordinated activity was taking place. The Office of the Secretary of Agriculture had already instructed Technical Action Panels (TAP) in the pilot areas to give support to Concerted Services. In Minnesota, however, the local TAP was not meeting regularly until November, 1966 when the coordinator joined the group.

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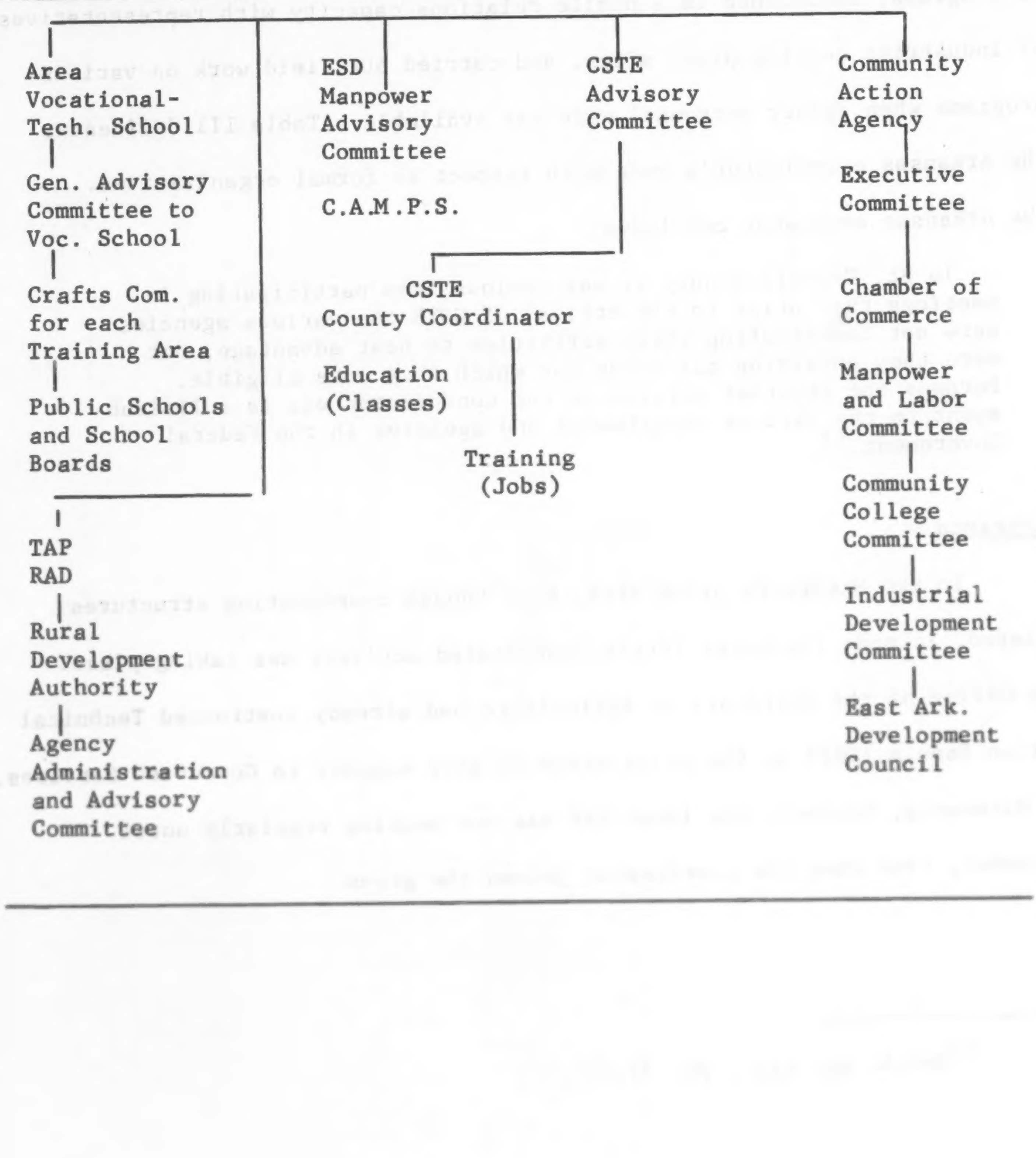
[13] Smith, *op. cit.*, pp. 32,33

TABLE III

COMMITTEES, ORGANIZATIONS AND INSTITUTIONS FUNCTIONING AS PART OF OR SUPPORTING ACTIVITIES OF CONCERTED SERVICES IN TRAINING AND EDUCATION, ST. FRANCIS COUNTY, ARKANSAS


Area Vocational-Tech. School
Gen. Advisory Committee to Voc. School
Crafts Com. for each Training Area
Public Schools and School Boards
TAP
RAD
Rural Development Authority
Agency Administration and Advisory Committee
ESD Manpower Advisory Committee
C.A.M.P.S.
CSTE Advisory Committee
CSTE County Coordinator
Education (Classes)
Training (Jobs)
Community Action Agency
Executive Committee
Chamber of Commerce
Manpower and Labor Committee
Community College Committee
Industrial Development Committee
East Ark. Development Council

One member commented, "Before the coordinator arrived the local TAP meetings were the dullest and most useless meetings that I attended. It was just a social event. Everyone was clearly interested in his own little program."

At the coordinator's first meeting, he outlined programs that would be useful in developing county resources. Since then the local committee has met regularly. His discussions with individual members helped broaden the understanding of the role of TAP in the county. In 1967 when Wadena and Otter Tail Counties were added to the CSTE project, the coordinator initiated tri-county TAP meetings. Membership on TAP committees has been enlarged to include members other than those from designated agencies.

Efforts at coordination have not been restricted to federal agencies. Five small communities in Todd County, Minnesota have begun to participate in an area industrial corporation known as "Towns United." Area development personnel of a utility company are assisting in the effort. The representatives of these communities intend to look at their combined resources, strengthen what they have, and work together. Already schools in two districts are sharing a superintendent. Even though "Towns United" is not officially sponsored by Concerted Services, early references to involvement in an organizational effort date back to April 1967 in the coordinator's weekly reports.

New Mexico

Similar activities have been documented in the New Mexico pilot area but with one difference. When CSTE was initiated in Sandoval County there were few active formal organizations to coordinate. Consequently the coordinator's first activities were directed toward informal contacts and called meetings. Throughout the course of the program the coordinator has avoided organizing an autonomous CSTE committee at either state or local levels.

Training and Education

Education is clearly a key factor in the concept of Concerted Services. First, occupational education is mentioned in practically all of the objectives. Second, the role of the coordinator in educational activities clearly is central to the coordinating role, since he does not offer courses himself but rather assists other agencies in developing programs. Third, occupational education is clearly tied to area development in the rationale of the program as it was conceived by the Task Force when it developed the program objectives.

New Mexico

In many ways the Title V project (OEO Act of 1964) in New Mexico was singularly successful as an example of training and education. The project is particularly interesting in that it matched technical training, adult basic education and economic improvement in one coordinated effort.

During a Washington visit the coordinator had learned that Title V money was available for a Building Trades Program. He subsequently "sold" the program to the local Department of Welfare, assisted in writing the proposal, and finally "fought the good fight" with various federal officials in getting it approved.

Under the project unemployed parents received training in carpentry, electricity, plumbing, painting, and plastering. Actual training was done on the houses of welfare clients where a maximum of $300 per house could be spent for materials. Participants in the project received two hours of adult basic education every training day.

Residents in the houses were expected to assist during the renovation. Their pride in the finished product became obvious to anyone who visited them. In fact it seemed that the renovation of these residences had stimulated neighbors to make improvements on their own.

> The benefits observed from the Building Trades program have been manifold. Community morale, family dignity and neighborhood pride are but a few of the results. Perhaps that intangible and elusive product labeled "hope" is the most rewarding of the many effects observed.[14]

One of the most interesting by-products of the home improvement program was the change in school attendance patterns among children of unemployed family recipients of Building Trades assistance. A study by Trujillo,[15] using a sample of 110 high school age students and 90 adults, found that the attitudes of beneficiaries of the home renovation program changed significantly.

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[14] Holemon, op. cit., p. 126.

[15] Rupert Trujillo, "Rural New Mexicans: Their Educational and Occupational Aspirations," Unpublished Dissertation, University of New Mexico, October, 1968.

TABLE IV

ADJUSTED MEAN SCORES ON ATTITUDE* TOWARD SCHOOL OF STUDENTS RESIDING WITH PARENTS WHOSE HOUSES WERE RENOVATED AND STUDENTS RESIDING WITH PARENTS WHOSE HOUSES WERE NOT RENOVATED

House Improved Students	House Not Improved Students	Difference
12.65	28.35	15.70**

*Attitude is inferred from absenteeism rates; thus, a favorable attitude is inferred from low absenteeism.

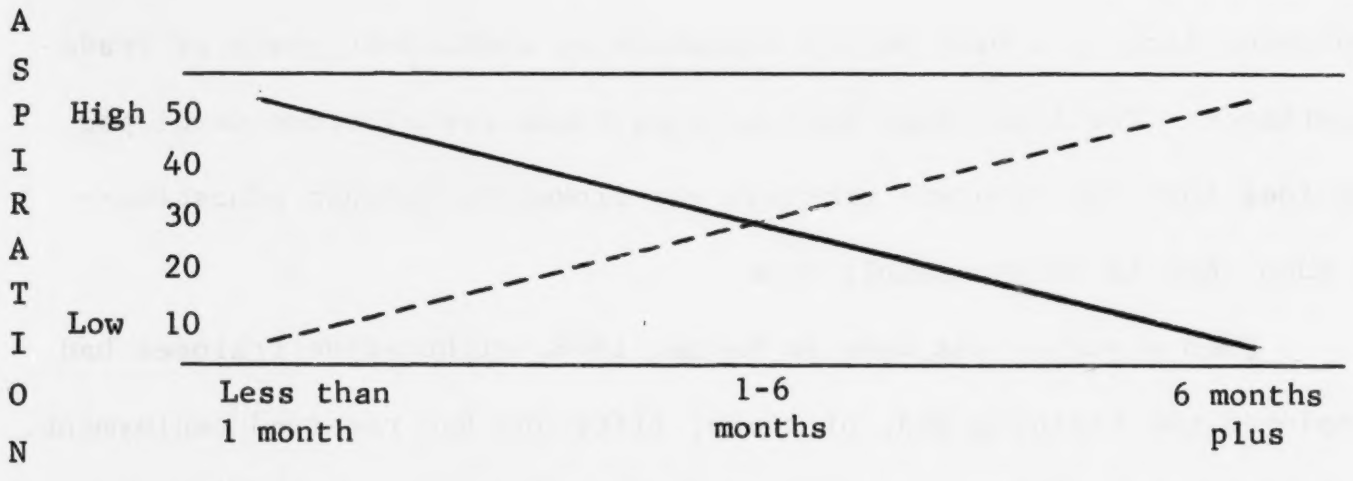
**Statistically significant at .01 level.

A noteworthy finding was the fact that students living in improved houses attended school more regularly than students from houses which had not been improved. In addition, a positive relation was found between improvement of housing and educational and occupational aspirations and work beliefs. These findings have implications for adult programs and education of youth from low socioeconomic backgrounds.

During the conduct of the study, it seemed that trainees' occupational aspirations declined as educational aspirations were rising. Utilizing a hypothesis that educational aspirations of adults who completed training increased as time passed while occupational aspirations lowered as time elapsed after completion of training, a study of the trainees was undertaken.

FIGURE 1

OCCUPATIONAL ASPIRATIONS* OF TRAINEES OVER TIME[16]



______ Occupational aspirations

- - - - - Educational aspirations

*The decrease in occupational aspirations is significant as the .01 level. The relation between aspiration scores and time lapse was not found to be curvilinear.

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[16] Research Note: Two instruments were used to measure aspirations:

(1) Occupational aspirations were measured by the Occupational Aspiration Scale (OAS) developed by A. O. Haller. It is a multiple item forced-choice, instrument designed to measure a person's general occupational aspiration level. It is based upon the NORC study of prestige of occupations. For the population on which it was validated, the mean score was 37 and the standard deviation was approximately 12.

(2) Educational aspirations were measured by an instrument designed by Trujillo designating the Adequate Education Scale. The subject was asked to inform the researcher about how much schooling the subject thought "most young men need these days to get along well in the world?" as well as the highest level of education which they expected to attain. The mean score for this scale was 35 with a standard deviation of 15.

Results of a comparison between occupational and educational aspirations showed that training raised occupational aspirations of participants. These aspirations were lowered, however, as the individual faced the employment structure which discriminated against potential employees lacking a high school education or sufficient years of trade experience. The individual encountering these restrictions developed the idea that his economic progress was linked to further education--an idea that is very possibly true.

When a survey was made in March, 1968, eighty-five trainees had completed the training and, of these, fifty one had received employment. The project was eventually phased out at the national level, but the coordinator was successful in obtaining two two-month extensions for the local program. During the life of the project 199 homes were remodeled by approximately 225 trainees. Of these, 191 completed supervised training in carpentry, plumbing, electricity, painting, and plastering. The state director reported that for 1967, Sandoval County had almost twice as many Title V trainees and twice the funding of any other county in New Mexico, except Bernalillo County where the city of Albuquerque is located.

Since the coordinator does not have authority to direct the activities of any organization he has had to develop strategies for inducing them to participate in various activities. In New Mexico for instance the Heavy Equipment Operator Program was one of the coordinator's first attempts at developing, organizing, and initiating a plan for manpower training. It was conceived as an attempt to prepare local residents for employment on the Galisteo and huge Cochiti dam projects under way. The proposal called for training 120 men in five training sections at a training cost of $153,402. The Bernalillo Public Schools sponsored the project in cooperation with the Employment Office and the Division of Vocational Education of the Department of Education. When the heavy equipment proposal was approved and funded, the coordinator in cooperation with the Regional Office in Dallas, the State Surplus Property Director and GSA located and acquired some of the heavy equipment for this project. Prospective candidates for training were located through the files of the Smaller Community Survey and the CSTE office.

He was successful in all these ventures, but the project was eventually cancelled after two of the five sections had been completed. A dispute about the need for additional construction equipment operators in the area led to the eventual phasing out of the project.

Among other things this project demonstrated that concerted efforts in bringing about social change may result in countervailing efforts on the part of various interests that may be threatened by change. In this case, union leaders opposed the project. The New Mexico evaluation team concludes:

> The objective of the evaluation is not to enter into the controversy but to determine the contribution made by the coordinator in the development of a manpower program for the economically depressed area of Sandoval County. The evaluation team believes the manpower program would not have existed if it were not for the efforts of the coordinator.[17]

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[17] Holemon, op. cit., pp. 121, 122.

Arkansas

Trade extension type programs illustrate another educational activity of the coordinators. These programs are designed to upgrade, and retrain persons who already possess a skill. It can be said unequivocally that the proliferation of these courses in St. Francis County Arkansas has been directly related to the existence of CSTE. Only two courses had been offered in the county prior to CSTE. One informant felt that "people had a general idea of what was available and what to do, but they were afraid to act because it had never been done in this county before." The two courses that had been offered prior to fiscal year 1967 were developed by a school teacher without the assistance of Concerted Services.

The coordinator became convinced that upgrading an employee's skills would result in his advancement and, in addition, would create a position for someone where a position had not previously existed. He therefore contacted local industries and ascertained the needs of their employees that could be met through trade extension courses. Next he presented his plans to State Department of Education officials. When these had been approved, he located classroom facilities and equipment for the courses.

The ingenuity of the coordinator in developing trade extension courses is illustrated by the home economics courses that were developed for the Arkansas pilot area. When he learned that a large motel was about to open a facility in Forrest City, he contacted managers of several hotels in the area, and other facilities using professional housekeepers, and convinced them of the need for two classes in "Commercial Housekeeping." He then met with the State Department of Education and requested the Division of Home Economics to provide staff. Eighty-one persons were trained in commercial housekeeping and food services during a year's time. As a result of efforts such as these, trade extension courses are now an established part of training and educational offerings of the area.

Recognition of this CSTE effort is shown by a comment of the industrial relations manager of a local plant:

> He has been instrumental in the typing school. This is the first time I've ever seen a program do something immediately. Many of our employees have attended for upgrading purposes. The local school system just doesn't do the job.

The fact that over 300 trainees[18] have participated in electronics courses at the Crowley's Ridge Vocational School, in conjunction with CSTE efforts, is further evidence of the educational thrust of Concerted Services.

In contrast to the trade extension courses, the Arkansas project for seasonal farm workers (conducted under OEO Title III-B funds) was designed to train the unskilled. One objective was to raise the educational level of trainees to at least an eighth grade level (adult basic education). These students were simultaneously enrolled in industrial arts training (pre-vocational) so that they could be placed in permanent jobs or transferred into MDTA training or vocational schools.

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[18] These courses are part of an ongoing program so that the number of trainees is subject to periodic revision.

The coordinator's consultation with Title III-B (OEO) program officials resulted in the "linking" of the project with other local programs. Specifically, he suggested that the State Department of Education, Division of Adult Basic Education fund the ABE segment and couple this with the pre-vocational training program funded through Title III-B . Such a linkage had not been previously tried in Arkansas. He also helped work out an arrangement whereby trainees could be transferred from ABE and prevocational training to vocational training.

Minnesota

In Minnesota the coordinator has been active in inaugurating Adult Basic Education, trade extension courses, On-The-Job Training programs, and linked (i.e., those that involve coordinated activities with personnel of two or more agencies) programs with the technical institutes. Because the area already possessed effective educational and training facilities, the coordinator attempted to secure wider participation in existing organizations by means of innovation and promotion. The Basic Construction Course illustrates the process:

> The coordinator became aware of Title V monies available for helping low-income farm families improve their homes. Through various contacts with Title V officials, Minnesota Employment Security Personnel, and the director of the Staples Area Vocational School he was able to bring together these agencies to provide a special course for community needs.

> The class was tailored to the schedule of farmers rather than to the academic school year. Fifteen men were trained in the use of tools and techniques to repair their homes and farm buildings. As a result, several were hired as carpenters, other continued to manage their farms but worked at part-time jobs or remodeled their homes and farm buildings.[19]

CSTE and Individual Trainees

In a random survey of 395 trainees and graduates of occupational education courses in the three pilot areas, 5.5 percent reported learning about the program from CSTE. Other frequently mentioned sources of information were:

Source	Respondents Who Named Source Percent
Friend	49.8
School	20.5
Newspaper	15.7
Relative	11.4

A sample of 234 graduates of courses were asked who helped them find a job. CSTE was mentioned by 2.5 percent of the respondents. Other frequently mentioned sources of assistance were:

Source	Respondents Who Names Source Percent
Instructor	14.9
Relative	6.4
Employment Service	5.9
"No One Helped"	60.3

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[19] Mann, op. cit., p. 14.

Both of these findings are consistent with the expectations of the Task Force members. They indicated that the local coordinator should work through existing organizations, but that he should be available to rank and file members of the community. In their opinion, he should not allow "floor traffic" to interfere with other activities such as coordination and planning. (See recommendation 9, p. 72)

TABLE V

GRADUATES' ATTITUDES TOWARD TRAINING PROGRAMS AND THEIR NEW JOBS

Item	Response			
	No.	Yes	No	No Response
"Since completing the program, do you feel that it was worth the time and effort?"	266	91.7	6.4	1.9
"Would you advise your friends to attend if they could?"	273	94.9	4.4	.7
"Do you feel that you received enough training to do a good job at your present work?"	204	67.2	26.5	6.4
"Is your present job a better job than your last one?"	135*	81.4	16.3	2.2

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*This item was not applicable for those who were unemployed or for those who were presently employed for the first time.

Occupational Education in Pilot and Control Counties

The number of course offerings and the levels of student enrollments, have been significantly higher in the CSTE pilot areas than in the control counties. (See Table VI and VII)

TABLE VI

ENROLLMENT IN OCCUPATIONAL EDUCATION PROGRAMS: ARKANSAS PILOT AND CONTROL COUNTIES

	Pilot		Control			
	St. Francis		Monroe		Prairie	
MDTA	Projects	Enrollment	Projects	Enrollment	Projects	Enrollment
1965	3	60	0			
1966	5	200	0			
1967	5	200	0			
1968	5	100	0		1	20
Dec. 31 1969	2	36	0			
				Lonoke Co.		
Adult Basic Ed.		Enrollment		Enrollment		Enrollment
1965-66		183		155		45
1966-67		495		166		34
1967-68		379		123		20
1968-69		392		166		0
1969-70		308		N/A		0
NYC O/S (Slots)		St. Francis		Monroe		Prairie
1965		0		0		0
1966		75		0		41
1967		75		6		N/A
1968		95		0		N/A
1969		38		11		4
NYC I/S (Slots)						
1965		181		80		58
1966		63		39		31
1967		64		30		15
1968		72		22		11
1969		100		21		8
NYC Summer (Slots)						
1965		204		194		86
1966		72		19		14
1967		102		26		18
1968		84		59		39
1969		408		9		12
Trade Extension[**]						
1965-66		40		20		N/A
1966-67		266		50		N/A
1967-68		881		30		N/A
1968-69		1480		30		N/A
December, 1969		588		30		N/A

---

[*] Lonoke County substituted for Monroe County; Monroe County data not readily available.

[**] Enrollment in Monroe County directly related because requests for T.E. came through Forrest City. Prairie County data not available; although the enrollment in such training was referred to as nil.

Source: Figures have been compiled by the Arkansas coordinator and are based upon records of respective agencies and projects.

TABLE VII

ENROLLMENT IN OCCUPATIONAL EDUCATION PROGRAMS: NEW MEXICO PILOT AND CONTROL COUNTIES

	Pilot		Control	
	Sandoval	San Miguel*	Mora	Rio Arriba
High School Vocational**				
1962-1964	173***	1273	NA	NA
1965-1969	1111***	2896	NA	NA
Adult Basic Education				
1965-1969	596	445	80	210
Title V				
1965-1969	225	0	0	0
MDTA-RAR				
1965	0	NA	NA	NA
1966	100	NA	NA	NA
1967	167	NA	NA	NA
1968	67	NA	NA	NA
1969	70	NA	NA	NA
Total (MDTA-RAR)	404	62	0	181

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*Rio Arriba was originally selected by the evaluators as a control county. However it was selected for CSTE in 1969.

**Figures reflect duplicated participation.

***Bernalillo High School

Source: Figures have been compiled by the New Mexico CSTE office and are based on records and estimates of individual agencies and projects.

In interpreting these figures it should be borne in mind that whenever a course is taught in a given county, students typically are recruited from several adjacent counties. For instance, some students from Sandoval County attend courses in Albuquerque and students from Cross County, Arkansas attend courses in St. Francis County. Even so, participation in occupational education in the pilot counties during the CSTE years compares favorably both with earlier activity within the pilot counties and with the control counties. In many instances the improvement has been dramatic.

Development

The CSTE administrators recognized that each pilot area had its own set of problems that could retard or block developmental change. A program administrator summed it up this way:

> We knew from the beginning that we would have to face a different problem in each area. In Minnesota it was a fear of encroaching big federal government. In Arkansas it was the racial thing. We didn't know if they would work with desegregated projects. In New Mexico the traditional cultural barriers between Indians, Spanish, and Anglos could have defeated us.

The evaluators attempted to measure economic growth in the CSTE pilot areas. This effort, however, was limited by two considerations. The first of these is procedural: accurate economic data, by county, often are not readily available. The second is interpretative: many factors other than CSTE determine the economy of a given county.

A slackening in the national demand for color television sets, for example, affects the economy of St. Francis County inasmuch as a TV tube manufacturer is one of the area's few major employers.

Nevertheless, it seemed useful to examine the economic picture in the pilot and control counties. The evidence is inconclusive. Using the data available, it appears that the pilot counties are holding their own and, in some instances, outpacing the control counties. (See Appendix III)

One assumption of the CSTE approach is that federal funds may be legitimately sought and utilized in rural areas. Indeed, this was more than an assumption inasmuch as some of the early interdepartmental memoranda speak of rural peoples' comparatively small utilization of available government resources as a problem. Thus, the question can be raised, "Has the presence of CSTE in the pilot areas resulted in increased utilization of assistance program funds?" The data presented in Appendix IV indicates that this has been the case. With some important qualifications it seems clear that on the whole, the CSTE pilot counties have utilized assistance program funds to as great an extent as the control counties and, in many cases, to a considerably greater extent.

Development in Minnesota

The Minnesota coordinator's experience during the first year indicate that he was not completely successful in surmounting deep-seated resistance toward federal programs. Publicity that presented

Concerted Services as another poverty program further handicapped him. In subsequent developments there is evidence that some Todd County leaders have attempted to attain CSTE goals without the assistance of CSTE. To some extent these efforts have been successful. They must be viewed as an unanticipated effect of the program. The reason seems to be that local leaders have begun to cooperate in seeking desired goals, which of course, is one of the CSTE strategies for area development.

In other parts of the Minnesota pilot area the climate of opinion has been more receptive and here the coordinator has served as an expediter. As an expediter he has made new activities possible, or accelerated the pace of existing ones. The Minnesota evaluators conclude, "We believe that the expediter function has been the main contribution of CSTE in Minnesota to date."

They further observe:

> Community development is a slow process, and this program has not been in existence long enough to make a significant mark in this area. However, the research function, the coordinating function, and the education-training function have guided activity in such a way that some view of the development potential can be indicated.[20]

Development in Arkansas

In Arkansas resistance to desegregation has not seriously hampered the CSTE program but it apparently affected the composition of some of the projects with which CSTE was connected. Participants in several project activities tended to be either all white or all black.

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[20] Mann, op. cit., p. 130.

The coordinator worked with community leaders in order to secure grants for sewerage treatment systems, support for bond issues, public housing, and the like. For example:

> In the case of public housing the development function grew out of research. Results from the Smaller Communities Survey had revealed that, of 572 people reporting from Forrest City, 172 did not have water piped into their homes. In St. Francis County 1,465 of 2,237 respondants surveyed did not have indoor toilets.
>
> With this information in hand, the coordinator met with state and regional housing officials. They promised to develop city-county committees that would work toward filling gaps related to housing for low income families in St. Francis County. In March 1967 the Forrest City Public Housing Authority appointed an Executive Director. After his appointment the CSTE office supplied general information in the development of public housing facilities in Forrest City.[21]

Further evidence of developmental activity in Arkansas is available. One instance was reported by the coordinator in April, 1968:

> There are about 400 members in a vegetable cooperative here in St. Francis County. But they have a difficult time conducting their business. We are helping train their managers and boards of directors so that they can operate effectively. We have wired in all the Technical Action Panels into the program because we want a good solid base. A two-day workshop is not going to solve all their problems.[22]

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[21] Smith, op. cit., p. 54, 55. At the time of printing 200 PHA units have been approved in Forrest City. In Hughes, 40 PHA units have been approved and constructed.

[22] Ibid., p. 59-60.

Development in New Mexico

In New Mexico, community development involves (1) transcending cultural and political boundaries, (2) overcoming organization inertia, and (3) writing proposals. In Sandoval County political and cultural boundaries are old, comparatively rigid, and emotionally charged. The coordinator's previous experience in the state enabled him to know how to bring together people of diverse backgrounds and interests into common cause. Once brought together, the coordinator has become their "friendly advocate" with the powers that be.

This does not mean that all the ensuing social transactions have been smooth. In this region encounters between strong personalities are a part of the political landscape. Indeed, it is questionable whether much could have been accomplished in the face of opposing and retarding forces present in the county without a forceful approach.

State and regional officials were waiting for requests from local personnel and local personnel were waiting for instructions from the state and region. The result was that practically none of the resources that had recently been provided for needy rural areas were being tapped. The coordinator informed, persuaded, and, on some occasions stormed at government personnel in an effort to offset organizational inertia.

The coordinator's strategy of instigated organizational change has been carefully analyzed by the New Mexico evaluation team.[23] In summary, the coordinator (1) establishes rapport with the agency, (2) presents the agency director with an idea for project development which incorporates plan about how the project could operate and resources that would be necessary, (3) acquires quasi-permission from the agency director to see his supervisor, (4) injects "stress" in the relationship of the parent organization and the agency by establishing an expectation of change in the mind of the supervisor, (5) answers technical questions that might have blocked the project, (6) provides training sessions for the staff that established new patterns of activity, (7) helps write the proposal.

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[23] Holemon, op. cit.

The latter step, proposal writing, turns out to be crucial in obtaining federal resources. When the coordinators were first selected it was anticipated that one of their tasks would be to assist local organizations in writing proposals. This has been done.

In an urban area skilled proposal writers can be found in a variety of places, but in Sandoval County there are no skilled persons outside the field of education who can prepare them. No universities exist in the county, no money is available to pay professionals to write proposals, no city manager or city planner exists, and strong organization such as the Chamber of Commerce are present. In short, a lack of professional help exists through the county. Thus the New Mexico evaluators report, "The coordinator has had a hand in most of the project proposals that have come out of Sandoval County in the past three years."

Before Concerted Services began operations few occupational education programs existed in Sandoval County. The coordinator successfully directed the attention of the school system leaders toward expanding the vocational curriculum. As a result, the school system received $129,180 (Public Law 89-10 Elementary and Secondary Act of 1965, Title 1 Funds) which was utilized to construct a portion of the Vocational Skills Center. This action brought the need for additional facilities and Concerted Services was instrumental in getting approval from the Board of Education to submit a request to EDA for a grant to annex to the vocational complex. The Board of Education received an EDA Grant under the Public Works Economic Development Act of 1965 in the amount of $279,000 to build facilities for adult education programs. Vocational programs now exist in automotive, nurses aid, agriculture, electronics, refrigeration, carpentry, electricity, office education, bookkeeping, shorthand, record keeping, and home economics.

Vocational guidance and counseling are now available to the students of the Bernalillo Public Schools. When the new facilities are completed, vocational guidance and counseling will also be available to adults and dropouts who participate in adult vocational programs. No major vocational programs presently exist in the Cuba and Jemez Public School Districts. Concerted Services attempted to assist these Districts in developing vocational programs, however, the school officials at the time were not interested in offering this in their curriculum. However, in late 1969 they requested and received help in developing a vocational education program.

The activity described above obviously has to do with education and training. Some of its potential for community development is already evident. The Bernalillo Development Corporation, another development activity, is a non-profit organization which serves as a clearinghouse for new industrial and business ventures. The coordinator was instrumental in its establishment in 1968 and his worked closely with its leaders since that time. Recently several small industries have made commitments to locate in the county and one has begun operations.

Some disappointments have occurred. A wood processing plant located near Santo Domingo Pueblo closed in 1969 after three years' operation. It had been developed by the State Planning Office and financed by an EDA loan. The proposal for this loan was endorsed by the coordinator soon after he came to Sandoval County. Approximately ninety persons were employed during its peak. The coordinator presently is assisting in locating a new industry to use the facility.

The following list of organizations involved in the development of a park in Bernalillo gives some idea of the extent to which necessary agencies and resources have been concentrated upon community problems:

Soil Conservation Service	- Provision of technical assistance for park and pond in landscaping and seeding.
State Game and Fish Dept.	- Stocking pond with fish.
New Mexico Timber Co.	- Lumber donations.
Title V, DPW	- Labor.
Mainstream Operation OEO	- Labor.
Forest Service	- Vigas (timbers for ceilings).
Concerted Services	- Agency coordination/meetings/reactivation of entire project/secretarial assistance.
Dept. of HUD	- Senior citizens housing/low-renting housing/community center.
State Park & Rec. Com.	- Technical assistance.
State Engineer	- Water rights for pond.
GSA, Surplus Property	- Excess buildings for community centers.
ASCS	- Cost sharing.
Town of Bernalillo	- Supplies/appointed committees/other.
State HELP, OEO	- Information.
Veterans of Foreign Wars	- Fund raising effort.
Rotary Club	- Fund raising effort.
Senior Citizens Club	- "
Catholic Daughters	- "
Sheriffs Posse	- "
Fire Department	- "
Woman Club	- "
High School Students	- "
Junior High Students	- "
Merchants	- "
PTA	- "

One further CSTE product can be mentioned. In 1969 the Sandoval County Technical Action Panel was awarded the USDA Distinguished Service Award "For Effective Community Development Services Performed for and With the People of Sandoval County, New Mexico." (Only one such award was made in the nation for 1969.) Unit awards were presented to two CSTE employees as members of TAP, Henry A. Gonzales and Inez M. Gabaldon.

CHAPTER VI

SUMMARY, RECOMMENDATIONS AND CONCLUSION

Summary

The CSTE coordinators may be viewed as brokers and expeditors of ideas and programs. This represents a departure from customary approaches. One of the Task Force members commented, "We have put a man out there with no goodies to hand out. The approach I'm familiar with is to send out a team with a package of services."

How well has this approach worked? The evaluation team has found substantial evidence that CSTE is attaining its stated objectives. A number of specific accomplishments have been carefully documented in the state reports, several of which are briefly mentioned in this summary report.

1. Assessing the potential of the pilot areas by means of a study and analysis. Linking CSTE with the Manpower Surveys provided an opportunity not only to assess the employment potential of the area but also provided a data base for further area development.

2. Making training opportunities available where few previously existed. Example: Before the arrival of CSTE in Sandoval County, few occupational education programs were available. The coordinator was instrumental in stimulating interest in widening the vocational curriculum, and as a result proposals were submitted and funded. Today a modern Vocational Skills Center is in operation and a wide range of vocational

programs are offered. These programs are reimbursed through the Department of Vocational Education.

3. Expanding training opportunities through wider course offerings. Examples: In Arkansas, total participation in all ABE courses increased from 183 students in 1965-66 to 576 in 1967-68. Of the 1,564 students enrolled during the three-year period, 751 received training in comprehensive linked programs. Further, as a result of the coordinator's initiative, seventeen electronics classes were offered to 290 trainees in order to meet employment needs of a local manufacturer.

4. Bringing about fuller utilization of employment services. Example: A great many individuals who were registered during the Manpower Surveys had reported no previous contact with the State Employment Service. Rural people in the pilot areas are continuing to use these services (see p. 35). In fact, the Minnesota coordinator has been instrumental in securing the services of a representative of the State Employment Service who now spends one day each week in the CSTE office.

5. Organizing for area development. Example: The local Technical Action Panel (Minnesota) has been revitalized since the arrival of CSTE. In New Mexico a community development organization known as Bernalillo Development Corporation has been organized and already has secured one small industry and commitments from several other industries to locate in the area.

6. Providing expertise and consulting services for leaders. Example: The local evaluator in Arkansas found that the coordinator served as adviser to twenty-three committees and organizations. A

survey in the three pilot areas indicated that 67 percent of the agency heads and 42 percent of the local leaders reported that the coordinator had performed some service for them. (See Tables VIII & IX for their assessment of the local programs.)[24]

7. Expanding job opportunities. The evaluation team found few instances where new industry had moved into the pilot areas. This problem merits further attention. Admittedly, however, attracting industry to a rural area is a difficult assignment. The pilot counties do appear to be faring better than the control counties in this respect.[25]

8. Coordination at the national level. Washington-level coordination among agencies can be as difficult to achieve as local-level coordination. Perhaps more so.

Has a significant degree of coordination been achieved at the national level? Apparently so. A task force member commented during an interview. "If Concerted Services had done nothing in the field--and it has--it has been a blazing success in getting people from different agencies to talk to each other and work together on common problems." The manner in which this delicate activity has been facilitated by the liaison officer and co-chairmen has been impressive.

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[24] Research Note: The high number of "Don't know" responses in Tables VIII and IX is due in part to the timing of the survey. It was conducted in the expansion counties of Cross and Lee (Arkansas) as well as Otter Tail and Wadena (Minnesota) shortly after CSTE had been introduced into those areas. The fact that CSTE did not seek wide publicity was another contributing factor. Also, a number of respondents felt the program was too new to assess its impact on several specific points.

[25] See Appendix V for recent evidence.

TABLE VIII

THE EVALUATION OF CONCERTED SERVICES (CSTE): RESPONSES OF AGENCY HEADS AND COMMUNITY LEADERS TO SELECTED QUESTIONS

	Agency Heads Percent	Community Leaders Percent	Total Percent
HAS CSTE BEEN WORTH THE TIME AND EFFORT?			
Positive Response	91.4	78.0	81.8
Negative	6.9	16.6	14.2
"Too Soon to Tell"		3.6	2.7
Other Responses	1.7	1.7	1.6
TOTALS			
Percent	100.0	100.0	100.0
Number	58	168	226
HOW WELL DOES CSTE MEET ITS AIMS?			
Exceptionally Well	22.4	11.9	14.6
Good Job	25.9	12.5	15.9
Average	8.6	1.8	3.5
Fair	1.7	4.1	3.5
Below Average	1.7	2.4	2.2
Poor - Does Not Meet Aims	1.7	8.3	6.7
Other	6.9	15.5	-
Don't Know	31.0	43.4	40.3
TOTALS			
Percent	100.0	100.0	100.0
Number	58	168	226

TABLE IX

THE EVALUATION OF CONCERTED SERVICES (CSTE): RATINGS OF PROGRAM BY AGENCY HEADS AND COMMUNITY LEADERS

HAS CONCERTED SERVICES:	Don't Know Percent	Greatly Helped Percent	Helped Percent	Little Effect Percent	Negative Effect Percent	Other Responses Percent	Total Number
HELPED INCREASE BASIC EDUCATIONAL SKILLS?							
Agency Heads	36.8	22.8	28.0	12.2	0.0	0.0	57
Community Leaders	47.9	7.2	20.9	18.6	3.0	2.4	167
IMPROVED GENERAL HEALTH CONDITIONS							
Agency Heads	51.7	6.9	22.4	17.2	1.7	0.0	58
Community Leaders	57.7	4.8	15.4	16.0	5.3	.5	168
HELPED PROVIDE VOCATIONAL COUNSELING (i.e., helped people get information and guidance about jobs)?							
Agency Heads	29.3	29.3	39.6	1.7	0.0	0.0	58
Community Leaders	42.2	13.0	33.3	10.1	.5	.5	168
HELPED DEVELOP OCCUPATIONAL COMPETENCY?							
Agency Heads	36.2	31.0	31.0	1.7	0.0	0.0	58
Community Leaders	44.3	11.3	30.5	11.4	1.8	.5	167
INCREASED COMMUNITY AWARENESS AND LOCAL INVOLVEMENT?							
Agency Heads	31.6	31.6	22.8	10.5	1.7	1.7	57
Community Leaders	37.1	12.8	30.5	13.2	4.8	1.8	167
STIMULATED INDIGENEOUS LOCAL LEADERSHIP?							
Agency Heads	31.0	22.4	29.3	13.8	3.5	0.0	58
Community Leaders	38.9	9.6	25.1	20.9	3.6	1.8	167
HELPED INCREASE EMPLOYMENT OPPORTUNITIES?							
Agency Heads	32.7	15.5	39.6	8.6	1.7	1.7	58
Community Leaders	42.8	11.9	16.6	23.8	3.6	1.2	168

Recommendations

1. Site selection. In its present form CSTE, as an approach to social change, appears to lend itself to rural counties that are conspicuously lagging in economic development; not to every rural county in the United States. Counties should be chosen where local leaders express willingness to participate in the project. A limited geographical area--perhaps one county--should be chosen as the primary target area wherein the local coordinator concentrates his effort initially. As soon as his efforts have produced visible effects within this primary area, he should expand his activities to a wider secondary target area where he would provide continuous but, of necessity, less intense consulting services.

2. Structure of the program. CSTE is a direct approach which is effective in offsetting bureaucratic inertia. Thus far excessive "organizational hardware" has been avoided. We therefore strongly urge that CSTE avoid identification with any one action program or agency, that the Washington liaison office be enlarged in keeping with the expansion of the program, that the Interdepartmental Task Force be maintained and staffed with high level personnel, and that local-Washington linkages be safeguarded. Continued budgetary contributions from the several participating departments and agencies seem most likely to protect interdepartmental integrity.

3. Staff qualifications. Individuals with advanced training and wide experience should be sought. The local coordinator and staff should be familiar with the area that they serve and, if possible, be known and respected by local people. Novices are to be avoided. Salaries should be commensurate with high-level qualifications and experience. Members of minority groups should be employed both at professional levels and on the secretarial staffs.

4. Method of expansion. In order to assess whether or not the positive effects of CSTE will continue in an expanded version, it is recommended that new project areas be phased in by units during a comparatively extended length of time. By this means any diminishing return should be recognized and evaluated rather readily.

Thus far CSTE has functioned essentially as a straight-line organization and the present evaluation is based upon this approach. Variations are possible, however, and these could well be explored and evaluated in an expansion. One such possibility is the use of land grant university systems as a comparatively neutral base of action for the local coordinators. Under such an arrangement memoranda of agreement between the university and appropriate CSTE administrators would specify lines of authority and access to subject matter specialists (such as community development specialists) presently available.

5. Training of coordinators. The evaluation team recommends that new coordinators be given on-site training by the present coordinators. The initial orientation program in Washington should be

maintained as well as the periodic briefings with program administrators. The coordinators' personal contact with Washington personnel appeared to be one of the most valuable parts of the program.

6. Local programs. The evaluation team recommends that each local program be permitted to evolve in such a way that the activities will be particularly suited to local needs. Formal, restrictive guidelines should be avoided.

7. The coordinator as consultant on federal programs. The Task Force in cooperation with the appropriate state agency is the employer of the coordinators. It provides the coordinators with authorization to cross agency boundaries, provides them with job security from petty and partisan local pressures, and gives them access to vital information and contacts. The benefits, however, can be reciprocal. Thus far the coordinators have been viewed primarily as local change agents. Task Force members and other Washington administrators could make better use of local coordinators as advisors in order to find out how government programs are faring at the local level. They should also be excellent consultants in devising new programs.

8. Recognition of the program. The evaluation team feels that it is important for local leaders to know about CSTE in order that they might utilize the services of the coordinator. It is therefore recommended that appropriate publicity for the project be implemented by existing agencies in the pilot area. Members of the Task Force should be able to arrange for this effort through local representatives of their agencies. In this way the coordinator would have little need to advertise his own program.

9. Rural information center. With a modest increase of staff and expanded publicity, a local CSTE office could function as an information center for rank-and-file rural residents. Local coordinators and their staff would continue to refer individuals to appropriate agencies. The modified approach called for by this recommendation would be an active encouragement of "floor traffic." This might well be experimented with in one of the proposed expansion areas.

10. Occupational training and improvement projects for Indians. The Title V (OEO Act of 1964) project conducted in the pueblos of Sandoval County, New Mexico was clearly a success. Unfortunately, the program has been phased out at the national level. Inasmuch as this program seems particularly suited to the needs of the poor and untrained on Indian reservations, it is strongly recommended that this approach be refunded and utilized in Sandoval County and, on a pilot basis, elsewhere among reservation dwelling Indians.

11. Participation of the poor. The evaluation team found abundant evidence that low-income people have been helped by the training programs in the CSTE pilot areas. But a need still exists to attract wider participation of these people, not only into the training programs, but into the planning process itself.

12. Evaluation. When additional CSTE projects are contemplated, implementation should be proceded by evaluation so that base-line data can be secured. Internal evaluation procedures should be maintained during the expansion. It should be borne in mind that even though the present evaluation is favorable, it is based upon three applications of

the CSTE approach. Periodic appraisal from an outside evaluation team would be desirable in order to maintain an objective perspective over a larger data base.

Conclusion

In terms of the program's objectives, the state evaluation teams report satisfactory performance on all objectives, and outstanding performance on the following:

Objective II and VI--Arkansas
Objective II--Minnesota
Objective I and II--New Mexico

The increase in employment opportunities (called for in Objective IV) was not particularly impressive. Some expansion of local industry occurred and several small industries located in the pilot areas--the growth rates often exceeded those of adjacent counties--but the overall increase in local employment was not great. The Minnesota evaluation team felt that the program had not been in existence long enough to make a significant mark in development activities called for in Objective V and VI. The Arkansas evaluation team felt that indications were already in evidence that greater numbers of individuals were participating in occupational activities and community projects (a goal of Objective V), but that these outcomes could be more readily appraised in the long run. However, no outright failure to attain a program objective was reported by the state evaluation teams.

One departure from the specified procedures for the program (pp. 21-22) was observed: Economists and rural sociologists were not utilized by the mobile survey teams. This deviation from plans apparently stemmed from fund limitations. On the whole, however, the degree of congruence between procedural plans and their implementation was high.

The costs of the projects have been low, averaging $31,667.00 in each state per year (based upon current budgets). Total coordination costs at the Washington level are estimated at an additional $14,000 per year. The local coordinator is provided a salary, travel expense, office space, secretarial assistance, and in two states, an assistant coordinator. (See Appendix I for detailed cost analysis.)

In view of this evidence, the evaluators conclude that the continued existence of Concerted Services is justified. Further, these data support a program that includes: (1) a deliberate phase-in of additional units, (2) an enlargement of the Washington liaison office, (3) and a program of internal and external evaluation.

The question can legitimately be asked whether a cooperative approach such as Concerted Services is a feasible way to help needy rural people, or if it represents a "sell-out" to the power structure. These alternatives are posed in the Report of the President's National Advisory Commission on Rural Poverty:

> Some groups make every effort to work through existing organizations, public and private. Others avoid working with local authorities entirely. The Cooperative Extension Service and the Community Action Program have largely taken

> opposite routes in this respect. While the Extension Service endeavors to work through the "establishment" whenever possible, CAP tends to avoid joining forces with the established power structure, especially in rural areas. A more flexible approach would seem to be in order. Local and State authorities can and should be used more effectively than they have been to date. On the other hand, indifference to the plight of those in poverty by the same authorities should not be allowed to serve as a deterrent.[26]

It would appear that the CSTE pilot projects provide a somewhat fortuitous test of the "more flexible approach" recommended by the Commission. Evidence the evaluation team has collected indicates that it is also a feasible one. Several facts lead to this conclusion.

First, the coordinators have job security. They thus are protected against pressures from interest groups motivated by parochial views. By contrast, a local government agency employee who has limited access to top level administrators could be forced to transfer to another geographical region or might otherwise be pressured if his views and programs ran counter to those favored by local leaders. The coordinators, cannot be subjected to the same kind of pressures.

Second, a complete explanation does not lie in terms of job security and power arrangements alone. The difference is a broader perspective and a new reference group. The coordinators in their contacts with state, region and national representatives are enabled to acquire new information and a larger perspective for local problems. Their activities are designed to gain the approval not only of local people but of a national task force. Findings from the social sciences indicate that a new reference group is a powerful force in changing the direction of action.

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[26] President's National Advisory Commission on Rural Poverty. The People Left Behind: A Report by the President's National Advisory Commission on Rural Poverty. Washington, D. C.: U. S. Government Printing Office, 1967, p. 126.

Third, a coordinator who is already known in the area served by the program does not need to sell himself before he sells an idea. The fact that he is generally accepted by local people means that new ideas and information stand a good chance of being heard and accepted.

One further observation seems appropriate. Area development typically benefits those who are already well off. It is probably unrealistic to think that it could be otherwise. If prosperity comes to a given town, those who already own large parcels of property stand to benefit from the improvement. If a town with an exemplary vocational training program attracts a new industry, the local banker stands to gain as well as the new employees. In short, those who are already rich or powerful have experience in taking advantage of situations and have resources such as contacts and capital that enable them to maximize the situation.

So, it may be that there is no such thing as a program which assists only the disadvantaged. The solution, then, would appear to lie in developing programs which are designed to help the disadvantaged as well as the advantaged rather than those that benefit only the advantaged. At this stage of development, it is clear that both groups are now being assisted by Concerted Services.

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APPENDIX I

UNITED STATES DEPARTMENT OF AGRICULTURE
RURAL COMMUNITY DEVELOPMENT SERVICE
WASHINGTON, D. C. 20250

February 18, 1969

Dr. B. Eugene Griessman
Center for Occupational Education
North Carolina State University
2100 Hillsborough Street
Raleigh, North Carolina 27607

Dear Dr. Griessman:

This is in reply to your recent letter requesting cost figures for the CSTE local coordinators, including salaries, travel, and office expense. The following is the most accurate information I have been able to get together at this time.

Arkansas:	FY 1966	$19,600 approved - about $16,000 spent.
	1967	18,715
	1968	26,382
	1969	34,031 budgeted
Minnesota:	FY 1966	15,020
	1967	22,787
	1968	24,889
	1969	39,922 budgeted
New Mexico:	FY 1966	25,000 Est.
	1967	33,609
	1968	32,700
	1969	33,000 budgeted
Oklahoma:	FY 1969	26,382 budgeted
West Virginia:	FY 1969	25,000 budgeted
RCDS: (Washington Liaison with Coordinators)	FY 1966	12,000 Est.
	1967	12,000 Est.
	1968	13,000 Est.
	1969	14,000 Est.

You may recall that these projects in the three original States - Minnesota, Arkansas, and New Mexico - were started in September or October 1965. The projects in Oklahoma and West Virginia did not get started at the beginning of the current fiscal year. There was a lapse of from 30 to 60 days.

APPENDIX II

CRITERIA FOR PILOT AREA SELECTION

In order to be eligible for Concerted Services a county was to have met the criteria listed below.

A. Rural Criteria

1. The area must not be designated as a major labor market area.
2. The area must not contain a city of over 10,000 population.
3. The rural farm, rural nonfarm, and Indian population must constitute at least 50 percent of the total population.
4. At least 10 percent of the employed persons of the area must be engaged in primary production, or no more than 10 percent of the employed persons may be engaged in manufacturing.

   The purpose of these criteria is to determine its rural character in order to limit the program to non-urban areas.

B. Economic Criteria

1. County median family income must be below that for the state.
2. The percentage of persons unemployed in the county must be higher than the percentage for the state.
3. The percentage of families in the area having income under $3,000 a year must be at least that of the state.
4. The county should not be the focus of other major demonstration projects that serve a significant segment of the population.
5. The county's non-worker/worker ratio must be higher than that for the state.

C. Educational Criteria

1. The percentage of persons with less than 6th grade education must be above the percentage for the state.
2. The number of school dropouts must be greater than the average for the state.

Furthermore it was to be determined that the states that were selected would indicate a wish to cooperate. The selection committee in cooperation with state agency personnel in the county under consideration would verify that county leaders were willing to participate in and support the Concerted Services project.

APPENDIX III

ECONOMIC ACTIVITY IN GEOGRAPHIC AREAS SERVED BY CONCERTED SERVICES

Joy Joines, Consultant

In attempting to analyze the effectiveness of Concerted Services in Training and Education (CSTE) in the selected counties of New Mexico, Arkansas and Minnesota, it is necessary to use figures which are largely sophisticated estimates. Most of the economic data used in this report are taken from the yearly market publication of the newspaper industry, Standard Rate and Data Service. This is one of the few sources which offers a wide range of small area data on a yearly basis, and while various local agencies in the counties might have more accurate information, it was assumed that data in the above publication were uniformly compiled and offered more comparability when evaluating the various counties' relative performance. The major drawbacks in using Standard Rate and Data Service are: (1) estimation is often necessary, and (2) in some series straight-line projections based on past performance were used after 1965 and, therefore, the projections are not always reflective of recent events.

The tables at the conclusion of this section present the various economic indicators. They provide both raw (actual) data for the years 1960 and 1965-1968, and figures compiled from the raw data showing absolute change, total percentage change, and average percentage change for the periods 1960-1965 and 1965-1968, for both the experimental and control counties. The annual average percentage change is present to facilitate comparing a five-year period with one of three years.

Total Consumer Spendable Income (Tables X and X-A)

In this measure of after-tax (or disposable) income, recent figures have shown a marked improvement over the early 1960's in Arkansas and Minnesota. In the 1960-1965 period, Arkansas averaged an 8.9 percent annual increase in income, with only one experimental and one control county matching or surpassing this rate. In the 1965-1968 years the state averaged a slightly lower (8.3 percent) rate, while the experimental counties all jumped to rates in excess of 10 percent. The figures changed most dramatically in Lee County which bounded from a rate of 2.2 percent in the first period to one of 10.3 in the second. The control counties of Arkansas had mixed changes; two slowed in growth in the second period while two had greater rates than the state average.

In Minnesota the growth acceleration was fairly evenly balanced among both groups of counties. Only Otter Tail County, with an average growth rate of 5.7 percent in the 1960-1965 period, exceeded the state average of 5.3 percent. However, in the 1965-1968 period all six counties had greater ratios than the state's 11.2 percent, with a range of 11.6 percent to 13.7 percent.

In New Mexico the state average slipped from an annual increase of 7.2 percent in the early period to one of 6.2 percent in the latest. Sandoval County slipped less, from 6.6 percent to 6.2 percent, while the two control counties both rose. However, Mora at 6.0 percent had still not reached the state average in the 1965-1968 period.

Consumer Spendable Income Per Household (Tables XI and XI-A)

At the family level, there was also improvement in 1965-1968 over the earlier period, although in 1968 only one experimental and two control counties of the three states matched or exceeded their respective state-wide levels in actual dollars. In Arkansas the average annual increase was 5.3 percent in the 1960-1965 years, with only one experimental county (Cross with a 9.7 percent rate) and one control county (Prairie at 14.7 percent) exceeding the state rate. In the 1965-1968 period all the experimental and two of the control counties exceeded the average state growth rate of 6.1 percent. The 1965-1968 rate for the experimental counties ranged from 8.0 to 11.7 percent.

In Minnesota the experimental counties enjoyed a remarkable acceleration of growth. In the 1960-1965 period they averaged an annual growth rate of 2.2 percent to 5.6 percent against a state average of 4.5 percent. In the 1965-1968 years they averaged yearly rates of 10.4 percent to 16.2 percent compared to the state average of 9.1 percent. The control counties generally averaged lower rates than the experimental in the most recent period, but Lac Qui Parle showed a remarkable change from a rate of -0.6 percent in the 1960-1965 period to 12.0 percent in the 1965-1968 period.

In New Mexico the counties averaged better yearly increases in both periods. In the first period Sandoval had a rate of 6.1 percent against a state rate of 4.6 percent, while Mora and San Miguel averaged 11.8 percent and 14.3 percent, respectively. In the 1965-1968 period, Sandoval averaged an increase of 7.4 percent, compared with 5.9 percent for the State, while Mora and San Miguel averaged 18.5 and 19.8 percent.

While percentage growth has been much improved in the last three years, there must be even greater growth to close the actual dollar gap between the counties and their respective state averages.

Percent Distribution of Family Incomes (Table XII)

Between 1965 and 1968, every county in all three states lost people in the $5,000.00 and below range, which means the percentage lost must have moved to higher levels. Of course, this loss is a net figure, meaning that more people moved upward than moved into that range. In the state of Arkansas the experimental counties had a slightly larger net percentage of people moving upward than the control counties.

In Minnesota the experimental counties had a strong lead over the control counties in the net percentage of people moving to income ranges above $5,000.00. In New Mexico, Sandoval, the experimental county, had a net of 8.9 percent of families move upward from the $5,000.00 and below range. As can be seen from Table , in 1965 every county had over half of its families in the $5,000.00 and under range. By 1968 this condition had greatly improved. Minnesota improved most, with none of its counties having over 44 percent of its families in the low range.

In the middle range ($5,000.00 to $9,999.99) change was very mixed and not as large as in the other two ranges. All counties except Monroe, in Arkansas, showed a net percentage loss; however, it is not possible to determine what portion of this movement was to a higher range. If all the counties in this study were averaged, roughly one-fourth of all families would fall into this middle range.

In the same 1965-1968 period, there was a substantial movement into the $10,000.00 and above categories, with every county participating in the gain. The only increases in this range below 10 percent were the counties of Monroe (2.0 percent), Lee (8.7 percent), and Sandoval (9.3 percent). In Arkansas, the experimental counties again enjoyed a slight lead over the control counties in increasing the percentage of families in the $10,000.00 and over range. In Minnesota the lead of the experimental counties was more pronounced, while in New Mexico, Sandoval lagged with an increase of 9.3 percent, compared to 22.9 percent for Mora, and 29.8 percent for San Miguel.

Summary

In summary, there are few clear trends at this early date. However, income growth, the indicator that would reflect change the most quickly, shows encouraging signs, which may very well show up in other economic series in time. Although income has grown at a rapid pace all over the nation in recent years, the experimental counties are holding their own, and, in some instances, outpacing the control counties.

TABLE X

CONSUMER SPENDABLE INCOME
(thousands)

Study Area[*]	1960	1965	1966	1967	1968
Arkansas	$2,192,135	$3,167,297	$3,442,716	$3,800,442	$3,958,000
ST FRANCIS	32,734	42,345	47,341	53,814	55,639
CROSS	21,229	31,688	34,580	39,558	42,764
LEE	20,376	22,648	25,405	27,469	29,669
Monroe	18,178	22,471	23,689	24,882	24,474
Phillips	43,131	55,256	61,922	70,378	70,834
Prairie	10,467	18,550	20,610	23,614	24,945
Minnesota	6,153,054	7,788,989	8,869,359	9,612,031	10,401,735
TODD	29,131	30,218	34,694	38,236	42,663
WADENA	15,309	16,860	19,324	21,097	23,094
OTTERTAIL	54,779	70,271	80,228	87,154	94,742
Aitken	13,862	16,397	18,474	19,798	22,398
Hubbard	14,178	14,456	16,906	18,560	20,090
Lac Qui Parle	19,076	17,632	20,259	22,169	24,255
New Mexico	1,434,930	1,953,390	2,088,338	2,180,747	2,313,895
SANDOVAL	9,214	12,236	12,723	13,391	14,506
Mora	4,334	4,883	4,958	5,100	5,768
San Miguel	17,904	27,859	31,897	34,574	39,379

[*] **Pilot counties are printed in full caps; control counties are printed in initial caps.**

SOURCE: Standard Rate & Data Service (1961, 1966, 1967, 1968, 1969).

TABLE X-A

CONSUMER SPENDABLE INCOME

Study Areas*	ABSOLUTE CHANGE 1960-1965 (thousands)	ABSOLUTE CHANGE 1965-1968 (thousands)	% CHANGE 1960-1965	% CHANGE 1965-1968	ANNUAL AVERAGE % CHANGE 1960-1965	ANNUAL AVERAGE % CHANGE 1965-1968
Arkansas	$ 975,162	$ 790,703	44.5%	25.0%	8.9%	8.3%
ST FRANCIS	9,611	13,294	29.4	31.4	5.9	10.5
CROSS	10,459	11,076	49.3	35.0	9.9	11.7
LEE	2,272	7,021	11.2	31.0	2.2	10.3
Monroe	4,293	2,003	23.6	8.9	4.7	3.0
Phillips	12,125	15,578	28.1	28.2	5.6	9.4
Prairie	8,083	6,395	77.2	34.5	15.4	11.5
Minnesota	1,635,935	2,612,746	26.6	33.5	5.3	11.2
TODD	1,087	12,445	3.7	41.2	0.7	13.7
WADENA	1,551	6,234	10.1	37.0	2.0	12.3
OTTERTAIL	15,492	24,471	28.3	34.8	5.7	11.6
Aitken	2,535	6,001	18.3	36.6	3.7	12.2
Hubbard	278	5,634	2.0	39.0	0.4	13.0
Lac Qui Parle	1,444	6,623	-7.6	37.6	-1.5	12.5
New Mexico	518,460	360,505	36.1	18.5	7.2	6.2
SANDOVAL	3,022	2,270	32.8	18.6	6.6	6.2
Mora	549	885	12.7	18.1	2.5	6.0
San Miguel	9,955	11,520	55.6	41.4	11.1	13.8

*Pilot counties are printed in full caps; control counties are printed in initial caps.

SOURCE: Standard Rate and Data Service (1961, 1966, 1967, 1968, 1969).

TABLE XI

CONSUMER SPENDABLE INCOME PER HOUSEHOLD

Study Areas*	1960	1965	1966	1967	1968
Arkansas	$4,372	$5,526	$5,937	$6,530	$6,530
ST FRANCIS	3,789	4,737	5,237	5,920	5,875
CROSS	4,187	6,226	6,861	7,975	8,402
LEE	3,773	4,052	4,520	4,888	5,080
Monroe	3,952	4,467	4,654	4,860	4,592
Phillips	3,495	4,167	4,597	5,182	5,070
Prairie	3,699	6,353	7,156	8,374	8,722
Minnesota	6,119	7,485	8,377	9,072	9,532
TODD	4,496	4,986	5,851	6,638	7,407
WADENA	4,556	5,109	5,928	6,572	7,106
OTTERTAIL	4,131	5,291	6,092	6,730	6,936
Aitken	3,716	4,924	5,720	5,577	6,239
Hubbard	4,774	5,019	5,953	6,676	6,787
Lac Qui Parle	5,073	4,911	5,755	6,463	6,682
New Mexico	5,727	7,057	7,506	7,975	8,303
SANDOVAL	3,082	4,025	4,199	4,586	4,917
Mora	3,074	4,883	5,331	6,145	7,589
San Miguel	3,359	5,768	6,830	7,876	9,201

*Pilot counties are printed in full caps; control counties are printed in initial caps.

SOURCE: Standard Rate and Data Service, Inc. (1961, 1966, 1967, 1968, and 1969).

TABLE XI-A

CONSUMER SPENDABLE INCOME PER HOUSEHOLD

Study Areas*	ABSOLUTE CHANGE 1960-1965 (thousands)	ABSOLUTE CHANGE 1965-1968	% CHANGE 1960-1965	% CHANGE 1965-1968	ANNUAL AVERAGE % CHANGE 1960-1965	ANNUAL AVERAGE % CHANGE 1965-1968
Arkansas	$ 1,154	$ 1,004	26.4%	18.2%	5.3%	6.1%
ST FRANCIS	948	1,138	25.0	24.0	5.0	8.0
CROSS	2,039	2,176	48.7	35.0	9.7	11.7
LEE	279	1,028	7.4	25.4	1.5	8.5
Monroe	515	125	13.0	2.8	2.6	0.9
Phillips	672	903	19.2	21.7	3.8	7.2
Prairie	2,654	2,369	71.7	37.3	14.3	12.5
Minnesota	1,366	2,047	22.3	27.3	4.5	9.1
TODD	490	2,421	10.9	48.7	2.2	16.2
WADENA	553	1,997	12.1	39.0	2.4	13.0
OTTERTAIL	1,160	1,645	28.1	31.1	5.6	10.4
Aitken	1,208	1,315	32.5	26.7	6.5	8.9
Hubbard	245	1,768	5.1	35.2	1.0	11.7
Lac Qui Parle	162	1,771	-3.2	36.1	-0.6	12.0
New Mexico	1,330	1,246	23.2	17.6	4.6	5.9
SANDOVAL	943	895	30.6	22.2	6.1	7.4
Mora	1,809	2,706	58.8	55.4	11.8	18.5
San Miguel	2,409	3,433	71.7	59.5	14.3	19.8

*Pilot counties are printed in full caps; control counties are printed in initial caps.

SOURCE: Standard Rate and Data Service (1961, 1966, 1967, 1968, 1969)

TABLE XII

CONSUMER SPENDABLE INCOME

PER CENT DISTRIBUTION OF FAMILIES

Study Areas*	BELOW $5,000.00			$5,000.00 TO $9,999.99			$10,000.00 AND OVER		
	1965	1968	% Gain or Loss	1965	1968	% Gain or Loss	1965	1968	% Gain or Loss
Arkansas									
ST FRANCIS	64.3%	55.5%	- 8.8%	25.4%	22.9%	- 2.5%	10.3%	21.6%	+11.3%
CROSS	58.3	46.2	-12.1	25.5	21.8	- 3.7	16.2	32.0	+15.8
LEE	73.4	64.9	- 8.5	18.8	18.6	- 0.2	7.8	16.5	+ 8.7
Monroe	66.2	63.9	- 2.3	25.3	25.6	+ 0.3	8.5	10.5	+ 2.0
Phillips	63.4	54.6	- 8.8	27.4	25.0	- 2.4	9.2	20.4	+11.2
Prairie	56.5	42.1	-14.4	28.4	23.7	- 4.7	15.1	34.2	+19.1
Minnesota									
TODD	58.1	39.8	-18.3	33.0	23.8	- 9.2	8.9	36.4	+27.5
WADENA	60.3	41.7	-18.6	32.2	27.8	- 4.4	7.5	30.5	+23.0
OTTERTAIL	55.2	39.6	-15.6	35.1	31.0	- 4.1	9.7	29.4	+19.7
Aitken	58.1	44.3	-13.8	33.3	30.5	- 2.8	8.6	25.2	+16.6
Hubbard	55.1	39.1	-16.0	36.4	29.4	- 7.0	8.5	31.5	+23.0
Lac Qui Parle	58.6	42.7	-15.9	33.1	27.5	- 5.6	8.3	29.8	+21.5
New Mexico									
SANDOVAL	66.2	57.3	- 8.9	26.7	26.3	- 0.4	7.1	16.4	+ 9.3
Mora	69.4	50.0	-19.4	24.1	20.6	- 3.5	6.5	29.4	+22.9
San Miguel	56.2	37.0	-19.2	30.5	19.9	-10.6	13.3	43.1	+29.8

*Pilot counties are printed in full caps; control counties are printed in initial caps.

SOURCE: Standard Rate and Data Service (1966, 1967, 1968, 1969)

TABLE XII-A

CONSUMER SPENDABLE INCOME
% DISTRIBUTION OF FAMILIES

$3,000.00 - $4,999.99

	1965	1966	1967	1968
Arkansas	23.6%	22.3%	20.9%	----
ST FRANCIS	18.9	18.4	18.0	17.9
CROSS	19.7	18.8	17.7	17.1
LEE	17.6	17.9	18.2	18.3
Monroe	22.2	21.9	21.6	21.8
Phillips	20.7	19.8	19.1	19.1
Prairie	23.0	21.1	19.2	18.4
Minnesota	21.0	17.7	16.0	----
TODD	25.8	22.5	20.7	18.9
WADENA	29.7	25.8	24.1	22.3
OTTERTAIL	28.9	25.0	23.1	22.2
Aitken	26.8	23.4	23.6	21.3
Hubbard	26.6	22.3	20.5	20.0
Lac Qui Parle	26.4	22.9	21.3	20.6
New Mexico	22.3	20.4	19.2	----
SANDOVAL	21.8	21.5	20.9	20.2
Mora	21.9	21.1	20.3	18.4
San Miguel	22.1	19.5	18.3	16.0

SOURCE: Standard Rate and Data Service (1966, 1967, 1968, 1969).

TABLE XII-B

CONSUMER SPENDABLE INCOME

% DISTRIBUTION OF FAMILIES

$5,000.00 - $7,999.99

	1965	1966	1967	1968
Arkansas	23.5%	18.9%	17.7%	----
ST FRANCIS	17.9	12.8	11.7	11.7
CROSS	17.9	13.2	12.2	12.1
LEE	13.7	9.3	9.0	9.3
Monroe	18.3	15.6	15.2	15.2
Phillips	19.4	13.8	12.7	12.6
Prairie	20.1	13.7	12.6	12.5
Minnesota	30.9	22.6	19.6	----
TODD	23.9	13.2	11.5	11.2
WADENA	23.6	14.2	12.6	12.4
OTTERTAIL	25.2	15.6	13.8	13.3
Aitken	23.8	14.3	15.0	13.9
Hubbard	25.7	14.2	11.8	11.2
Lac Qui Parle	23.7	13.8	11.9	11.3
New Mexico	30.1	24.9	23.1	----
SANDOVAL	19.2	16.2	15.0	15.9
Mora	17.5	11.9	11.6	13.4
San Miguel	21.4	12.3	10.5	10.5

SOURCE: Standard Rate and Data Service (1966, 1967, 1968, 1969).

TABLE XII-C

CONSUMER SPENDABLE INCOME

% DISTRIBUTION OF FAMILIES

$8,000.00 - $9,999.99

	1965	1966	1967	1968
Arkansas	10.0%	15.6%	14.3%	----
ST FRANCIS	7.5	13.3	11.4	11.2
CROSS	7.6	13.0	10.5	9.7
LEE	5.1	10.8	10.0	9.3
Monroe	7.0	10.4	10.5	10.4
Phillips	8.0	14.4	12.4	12.4
Prairie	8.3	16.0	12.0	11.2
Minnesota	15.3	22.1	20.3	----
TODD	9.1	21.0	16.4	12.6
WADENA	8.6	21.5	18.2	15.4
OTTERTAIL	9.9	21.9	18.9	17.7
Aitken	9.5	21.1	21.4	16.6
Hubbard	10.7	23.7	19.1	18.2
Lac Qui Parle	9.4	21.5	17.5	16.2
New Mexico	14.3	18.6	17.7	----
SANDOVAL	7.5	10.9	10.7	10.4
Mora	6.6	14.0	11.1	7.2
San Miguel	9.1	19.1	14.2	9.4

SOURCE: Standard Rate and Data Service (1966, 1967, 1968, 1969).

TABLE XII-D

CONSUMER SPENDABLE INCOME

% DISTRIBUTION OF FAMILIES

$10,000.00 - $14,999.99

	1965	1966	1967	1968
Arkansas	8.3%	10.0%	14.4%	----
ST FRANCIS	6.0	7.9	12.7	13.0
CROSS	8.4	9.7	14.7	15.5
LEE	4.4	5.8	8.2	9.6
Monroe	5.0	5.8	7.1	6.3
Phillips	6.0	8.1	13.2	13.3
Prairie	8.4	10.4	17.4	18.1
Minnesota	13.8	17.6	22.1	----
TODD	6.3	10.5	18.9	22.5
WADENA	5.2	9.1	16.5	20.4
OTTERTAIL	6.9	10.9	17.7	19.7
Aitken	6.8	10.8	9.5	18.6
Hubbard	7.0	12.5	20.9	22.1
Lac Qui Parle	6.2	10.6	18.4	20.2
New Mexico	11.3	13.8	16.8	----
SANDOVAL	4.8	5.8	8.5	10.8
Mora	5.1	7.1	13.4	17.2
San Miguel	8.0	11.7	19.5	22.3

SOURCE: Standard Rate and Data Service (1966, 1967, 1968, 1969).

TABLE XII-E

CONSUMER SPENDABLE INCOME

% DISTRIBUTION OF FAMILIES

$15,000.00 and Over

	1965	1966	1967	1968
Arkansas	4.5%	5.8%	8.1%	----
ST FRANCIS	4.3	5.8	8.1	8.6
CROSS	7.8	9.9	13.7	16.5
LEE	3.4	4.6	5.7	6.9
Monroe	3.5	4.0	4.7	4.2
Phillips	3.2	4.7	7.0	7.1
Prairie	6.7	9.2	13.4	16.1
Minnesota	7.5	11.2	14.6	----
TODD	2.6	5.0	8.2	13.9
WADENA	2.3	4.1	6.4	10.1
OTTERTAIL	2.8	5.1	7.7	9.7
Aitken	1.8	4.2	3.7	6.6
Hubbard	1.5	4.4	7.7	9.4
Lac Qui Parle	2.1	4.4	7.3	9.6
New Mexico	7.1	8.9	11.0	----
SANDOVAL	2.3	2.8	3.9	5.6
Mora	1.4	2.8	5.2	12.2
San Miguel	5.3	8.6	12.7	20.8

SOURCE: Standard Rate and Data Service (1966, 1967, 1968, 1969).

TABLE XIII

POPULATION

Study Areas*	1960	1965	1966	1967	1968
Arkansas					
ST FRANCIS	33,303	36,300	36,500	36,700	37,300
CROSS	19,551	19,300	19,000	18,700	18,700
LEE	21,001	22,400	22,400	22,400	22,700
Monroe	17,327	18,900	19,000	19,100	19,400
Phillips	43,997	49,500	50,000	50,400	50,600
Prairie	10,515	10,000	9,800	9,600	9,500
Minnesota					
TODD	23,119	20,900	20,300	19,700	19,300
WADENA	12,199	11,700	11,500	11,300	11,200
OTTERTAIL	48,960	47,000	46,300	45,500	47,000
Aitken	12,162	10,700	10,300	11,300	11,200
Hubbard	9,962	9,500	9,300	9,100	9,500
Lac Qui Parle	13,330	12,200	11,900	11,600	12,000
New Mexico					
SANDOVAL	14,201	14,600	14,500	14,000	13,900**
Mora	6,028	4,100	3,700	3,300	3,000
San Miguel	23,468	20,900	20,100	18,900	18,100

*Pilot counties are printed in full caps; control counties are printed in initial caps.

**The New Mexico Bureau of Business Research estimates that the population as of July, 1967 was 18,500. This obvious discrepancy is explained by the fact that the standard Rate and Data Service projection does not take into account the recent establishment of new Albuquerque suburbs in the southern border of the county.

SOURCE: Standard Rate and Data Service, Inc., (1961, 1966, 1967, 1968, and 1969)

TABLE XIII-A

POPULATION

Study Areas*	ABSOLUTE CHANGE 1960-1965	ABSOLUTE CHANGE 1965-1968	% CHANGE 1960-1965	% CHANGE 1965-1968	AVERAGE ANNUAL % CHANGE 1960-1965	AVERAGE ANNUAL % CHANGE 1965-1968
Arkansas						
ST FRANCIS	2,997	1,000	9.0	2.8	1.8	0.9
CROSS	-251	-600	-1.3	-3.1	-0.3	-1.0
LEE	1,399	300	6.7	1.3	1.3	0.4
MONROE	1,573	500	9.1	2.6	1.8	0.9
PHILLIPS	5,503	1,100	12.5	2.2	2.5	0.7
PRAIRIE	-515	-500	-4.9	-5.0	-1.0	-1.7
Minnesota						
TODD	-2,219	-1,600	-9.6	-7.7	-1.9	-2.6
WADENA	-499	-500	-4.1	-4.3	-0.8	-1.4
OTTERTAIL	-1,960	0	-4.0	----	-0.8	----
Aitken	-1,462	500	-12.0	4.7	-2.4	1.6
Hubbard	-462	0	-4.6	----	-0.9	----
Lac Qui Parle	-1,130	-200	-8.5	-1.6	-1.7	-0.5
New Mexico						
SANDOVAL	399	-700	2.8	-4.8	0.6	-1.6
Mora	-1,928	-1,100	-32.0	-26.8	-6.4	-8.9
San Miguel	-2,568	-2,800	-10.9	-13.4	-2.2	-4.5

*Pilot counties are printed in full caps; control counties are printed in initial caps.

SOURCE: Standard Rate and Data Service (1961, 1966, 1967, 1968, 1969)

TABLE XIV

HOUSEHOLDS

Study Areas*	1960	1965	1966	1967	1968
Arkansas					
ST FRANCIS	8,640	8,940	9,040	9,090	9,470
CROSS	5,070	5,090	5,040	4,960	5,090
LEE	5,400	5,590	5,620	5,620	5,840
Monroe	4,600	5,030	5,090	5,120	5,330
Phillips	12,340	13,260	13,470	13,580	13,970
Prairie	2,830	2,920	2,880	2,820	2,860
Minnesota					
TODD	6,480	6,060	5,930	5,760	5,760
WADENA	3,360	3,300	3,260	3,210	3,250
OTTERTAIL	13,260	13,280	13,170	12,950	13,660
Aitken	3,730	3,330	3,230	3,550	3,590
Hubbard	2,970	2,880	2,840	2,780	2,960
Lac Qui Parle	4,690	3,590	3,520	3,430	3,630
New Mexico					
SANDOVAL	2,990	3,040	3,030	2,920	2,950
Mora	1,410	1,030	930	830	760
San Miguel	5,330	4,830	4,670	4,390	4,280

*** Pilot counties are printed in full caps; control counties are printed in initial caps.**

SOURCE: Standard Rate and Data Service, Inc. (1961, 1966, 1967, 1968, and 1969).

TABLE XIV-A

HOUSEHOLDS

Study Areas*	ABSOLUTE CHANGE 1960-1965 (thousands)	ABSOLUTE CHANGE 1965-1968	% CHANGE 1960-1965	% CHANGE 1965-1968	ANNUAL AVERAGE % CHANGE 1960-1965	ANNUAL AVERAGE % CHANGE 1965-1968
Arkansas						
ST FRANCIS	300	530	3.5	5.9	0.7	2.0
CROSS	20	0	0.4	----	0.1	----
LEE	190	250	3.5	4.5	0.7	1.5
Monroe	430	300	9.3	6.0	1.9	2.0
Phillips	920	710	7.5	5.4	1.5	1.8
Prairie	90	-60	3.2	-2.1	0.6	-0.7
Minnesota						
TODD	-420	-300	-6.5	-5.0	-1.3	-1.7
WADENA	-60	-50	-1.8	-1.5	-0.4	-0.5
OTTERTAIL	20	380	0.2	2.8	----	0.9
Aitken	-400	260	-10.7	7.8	-2.1	2.6
Hubbard	-90	80	-3.0	2.8	-0.6	0.9
Lac Qui Parle	-1,100	40	-30.6	1.1	-6.1	0.4
New Mexico						
SANDOVAL	50	-90	1.7	-3.0	0.3	-1.0
Mora	-380	-270	-26.9	-26.2	-5.4	-8.7
San Miguel	-500	-550	-9.4	-11.4	-1.9	-3.8

*Pilot counties are printed in full caps; control counties are printed in initial caps.

SOURCE: Standard Rate and Data Service (1961, 1966, 1967, 1968, 1969)

TABLE XV

AUTOMOBILE REGISTRATIONS
(thousands)

Study Areas*	1960	1965	1966	1967	1968	Average Annual Per Cent Change 1960-1965	Average Annual Per Cent Change 1965-1968
Arkansas							
ST FRANCIS	8.46	11.03	11.54	11.99	11.93	6.1%	2.7%
CROSS	4.96	6.47	6.77	7.03	6.99	6.1	2.7
LEE	5.29	6.90	7.22	7.50	7.46	6.1	2.7
Monroe	4.50	5.87	6.14	6.38	6.35	6.1	2.7
Phillips	12.08	15.74	16.74	17.11	17.02	6.1	2.7
Prairie	2.27	3.62	3.79	3.94	3.92	11.9	2.7
Minnesota							
TODD	8.43	8.82	9.17	9.31	9.76	0.9	3.6
WADENA	5.02	5.37	5.58	5.67	5.91	1.4	3.3
OTTERTAIL	18.31	19.85	20.72	21.04	21.56	1.7	2.9
Aitken	4.75	5.15	5.30	5.38	5.38	1.7	1.5
Hubbard	3.80	4.46	4.75	4.82	5.04	3.5	4.3
Lac Qui Parle	5.18	5.34	5.39	5.47	5.49	0.6	0.9
New Mexico							
SANDOVAL	4.50	5.38	6.84	7.09	8.22	3.9	17.6
Mora	.88	1.22	.94	.97	1.05	7.7	-4.6
San Miguel	4.65	5.25	5.45	5.65	5.92	2.6	4.3

***Pilot counties are printed in full caps; control counties are printed in initial caps.**

SOURCE: Standard Rate and Data Service (1961, 1966, 1967, 1968).

APPENDIX IV

FEDERAL EXPENDITURES IN CSTE PILOT COUNTIES AND CONTROL COUNTIES

TABLE XVI

NEW MEXICO
COUNTY PARTICIPATION IN SELECTED GOVERNMENT PROGRAMS
FEDERAL OUTLAYS FOR FISCAL YEAR - 1967

	Sandoval	Mora	San Miguel
Population (Estimate, 1-1-68)	14,000	3,300	18,900
Consumer Spendable Income Per Household	$ 4,586	$ 6,145	$ 7,876
Programs			
Department of Agriculture			
FHA Grants for Community Improvement	33,800	None	5,150
FHA Loans to Small Towns and Rural Groups	94,000	None	None
Farmers Home Administration Operating Loans	40,660	5,500	None
Farmers Home Administration Rural Housing Loans	7,700	14,900	5,750
Bureaus and Appropriations			
Agricultural Research Service	1,176	None	4,706
Department of Commerce			
Public Works and Economic Development	229,000	None	None
Department of Health, Education and Welfare			
Aid to Families with Dependent Children	191,522	165,707	683,571
Department of Interior			
American Indian Adult Vocational Training	9,131	None	18,892
American Indian Direct Employment Assistance	6,160	None	None
American Indian Education Financial Assistance	76,070	None	None
American Indian Industrial Development Programs	7,155	None	None
American Indian On-Reservation Adult Education	25,000	None	None
Department of Labor			
Manpower Development and Training	2,212	885	3,244
Neighborhood Youth Corps	96,110	None	106,860
Operation Mainstream	165,000	None	None
U. S. Employment Services	24,550	9,820	36,006

TABLE XVI (Continued)

Programs	Sandoval	Mora	San Miguel
Office of Economic Opportunity			
Community Action Program	943,558	35,758	390,417
FHA Rural Loans	11,490	21,700	71,290
Summer Head Start	30,000	34,450	21,263
Volunteers in Service to America	39,630	None	72,655
General Services Administration			
Donation of Federal Surplus Personal Property	1,401	None	None
Small Business Administration			
Economic Opportunity Loans to Small Business	3,500	None	7,000
Small Business Financial Assistance Program	7,500	None	None

Source: Summary of Federal Programs for the State of New Mexico. Information Center, Office of Economic Opportunity, 1967.

TABLE XVI-A
NEW MEXICO
COUNTY PARTICIPATION IN SELECTED GOVERNMENT PROGRAMS
FEDERAL OUTLAYS FOR FISCAL YEAR - 1968

	Sandoval	Mora	San Miguel
Population (Estimate, 1-1-68)	14,000	3,300	18,900
Consumer Spendable Income per Household	4,586	6,145	7,876
Programs			
Department of Agriculture			
Farm Operating Loans	73,120	17,060	29,300
Farm Ownership Loans	141,850	None	62,100
Economic Opportunity Farm Operating Loans	13,240	21,450	42,740
Low to Moderate Income Housing Loans	65,590	16,800	28,100
Very Low Income Housing Loans	8,950	26,270	14,340
OEO Cooperative Loans	5,400	None	8,000
S&E Farmers Home Administration	27	None	31,626
Agricultural Conservation Program	49,758	17,010	53,487
Department of Health, Education and Welfare			
Aid to Families with Dependent Children	194,929	157,201	623,945
Vocational Rehabilitation Service	13,248	5,554	21,185
Aid to Permanently and Totally Disabled	47,545	46,060	229,807
Grants for M&CW Child Welfare Services	7,291	2,236	8,548
Department of Housing and Urban Development			
Mortgage Insurance for Home Purchase and Improvement	16,000	None	143,000
Insurance Property Improvement Loans	24,000	8,000	57,000
Department of Labor			
Unemployment Insurance	16,519	6,016	47,565
Placement Service - Administration	None	None	32,266
MDTA - Institutional Training	None	None	5,840
Neighborhood Youth Corps	90,650	None	84,700
Small Business Administration			
Economic Opportunity Loans to Small Business	32,000	None	4,000
Office of Economic Opportunity			
Community Action Program	329,922	42,117	51,677
Head Start	348,278	35,068	250,367

Source: Federal Outlays in New Mexico: A Report of the Federal Government's Impact by State and County, Office of Economic Opportunity, 1968.

TABLE XVII

MINNESOTA
COUNTY PARTICIPATION IN SELECTED GOVERNMENT PROGRAMS
FEDERAL OUTLAYS FOR FISCAL YEAR - 1967

	Todd	Wadena	Ottertail	Aitken	Hubbard	Lac Qui Parle
Population (Estimate, 1-1-68)	19,700	11,300	45,550	11,330	9,100	11,600
Consumer Spendable Income Per Household	6,638	6,572	6,730	5,577	6,676	6,463
Programs						
Department of Agriculture						
Farmers Home Adm. Operating Loans	133,050	107,420	396,410	2,220	33,400	90,450
Farmers Home Adm. Rural Housing Loans	700	None	None	2,000	None	None
Agricultural Research Service	16,521	5,250	28,642	4,478	2,625	8,793
Farmers Home Administration	24,031	16,923	None	3,099	None	20,048
Department of Health, Education and Welfare						
Aid to Families with Dependent Children	103,975	44,613	118,081	79,382	51,520	14,183
Other HEW Programs	52,485	18,201	71,228	36,701	20,203	24,160
Department of Housing and Urban Development						
FHA Insured Home Mortgages	20,000	39,000	150,000	None	23,000	None
Advances for Public Works Planning	3,000	None	None	None	None	None
Department of Labor						
Manpower Development & Training	63,282	2,214	7,751	1,661	1,661	2,214
U. S. Employment Services	23,545	15,697	54,939	11,773	11,773	15,697
Office of Economic Opportunity						
Community Action Program	22,492	20,241	78,608	18,785	22,945	24,807
FHA Rural Loans	5,730	8,280	6,860	22,740	16,020	1,950
Summer Head Start	50,827	10,513	40,812	21,695	23,335	16,250
Small Business Administration						
Loans to State and Local Develop. Companies	61,200	None	None	None	None	None
Small Business Financial Assist. Program	165,075	None	12,150	None	49,950	36,300

Source: Summary of Federal Programs for the State of Minnesota: Information Center, Office of Economic Opportunity, 1967.

TABLE XVII-A

MINNESOTA
COUNTY PARTICIPATION IN SELECTED GOVERNMENT PROGRAMS
FEDERAL OUTLAYS FOR FISCAL YEAR - 1968

	Todd	Wadena	Ottertail	Aitkin	Hubbard	Lac Qui Parle
Population (estimate, 1-1-68)	19,700	11,300	45,550	11,330	9,100	11,600
Consumer Spendable Income Per Household	6,638	6,572	6,730	5,577	6,676	6,463
Programs						
Department of Agriculture						
Farm Operating Loans	107,440	69,740	245,540	700	4,600	50,980
Farm Ownership Loans	112,400	58,940	481,680	27,890	29,200	273,280
Economic Opportunity Farm Operating Loans	2,380	8,840	18,970	12,250	330	8,340
Above Moderate Income Housing Loans	14,700	None	8,350	37,700	16,000	16,250
Low to Moderate Income Housing Loans	165,820	103,510	244,480	21,900	153,550	205,350
Very Low Income Housing Loans	None	None	None	1,900	1,200	None
Rural Rental Housing Loans	None	135,340	None	None	None	None
OEO Cooperative Loans	None	5,370	6,930	None	None	None
S&E Farmers Home Administration	19,193	17,575	27,700	7	None	19,905
Agricultural Conservation Program	117,950	76,241	204,434	72,033	55,656	96,102
Department of Health, Education and Welfare						
Aid to Families with Dependent Children	108,103	64,702	168,466	70,226	72,988	22,883
Vocational Rehabilitation Services	42,767	23,059	90,218	23,026	19,333	26,226
Aid to Permanently and Totally Disabled	55,192	25,297	60,368	32,770	36,795	22,421
Grants for M&CW-Child Welfare Services	5,666	3,270	8,860	2,097	2,096	2,271

TABLE XVII-A (Continued)

	Todd	Wadena	Ottertail	Aitkin	Hubbard	Lac Qui Parle
Department of Housing and Urban Development						
Mortgage Insurance for Home Purchase and Improvement	17,000	66,000	207,000	None	None	None
Insurance Property Improvement Loans	77,000	45,000	143,000	42,000	41,000	42,000
Department of Labor						
Unemployment Insurance	10,595	5,796	37,966	5,749	4,483	5,841
Placement Service - Administration	None	None	23,165	None	None	None
MDTA - Institutional Training	None	None	3,273	None	None	None
Small Business Administration						
Small Business Financial Assistant Program	4,500	191,100	31,000	12,000	108,000	20,815

Source: Federal Outlays in Minnesota: A Report of the Federal Government's Impact by State and County. Office of Economic Opportunity, 1968.

TABLE XVIII

ARKANSAS
COUNTY PARTICIPATION IN SELECTED GOVERNMENT PROGRAMS: FEDERAL OUTLAYS FOR FISCAL YEAR - 1967

	St. Francis	Cross	Lee	Monroe	Phillips	Prairie
Population(Estimate, 1-1-68)	36,700	18,700	22,400	19,100	50,400	9,600
Consumer Spendable Income Per Household	$ 5,920	$ 7,975	$ 4,888	$ 4,860	$ 5,182	$ 8,374
Programs						
Department of Agriculture						
FHA Grants for Community Improvement	114,580	None	None	None	None	None
Farmers Home Adm. Operating Loans	417,290	114,930	397,630	49,410	397,080	146,310
Farmers Home Adm. Rural Housing Loans	24,530	34,870	47,220	6,590	16,500	9,000
Bureaus and Appropriations						
Farmers Home Administration	48,950	31,321	55,260	None	None	None
Department of Commerce						
Public Works and Economic Development	541,000	None	1,494,000	None	None	None
Department of Health, Education and Welfare						
Aid to Families with Dependent Children	337,983	24,329	136,443	93,558	505,520	57,955
Other HEW Programs	65,115	27,849	36,382	29,952	88,312	18,836
Department of Housing and Urban Develop.						
FHA Insured Home Mortgages	550,000	121,000	95,000	49,000	525,000	95,000
Mortgage and Credit Insurance	26,000	52,000	47,000	18,000	134,000	17,000
Urban Planning Assist. Program - 701 Program	4,000	None	None	None	None	None
Department of Labor						
Manpower Development and Training	136,075	2,136	57,470	2,136	5,127	1,068
Neighborhood Youth Corps	214,840	None	None	None	369,240	None
Occupational Training in Redevelopment Areas	97,185	None	None	None	12,700	None

TABLE XVIII (Continued)

Programs	St. Francis	Cross	Lee	Monroe	Phillips	Prairie
Office of Economic Opportunity						
Community Action Program	218,278	86,985	91,560	3,504	313,249	1,898
FHA Rural Loans	30,620	31,050	99,210	14,570	64,130	13,630
Summer Head Start	178,419	99,664	None	27,734	None	None
Small Business Administration						
Economic Opportunity Loans to Small Business	13,000	None	4,000	None	7,000	None
Small Business Financial Assistance Programs	6,000	14,500	None	42,750	46,500	None

Source: Summary of Federal Programs for the State of Arkansas. Information Center, Office of Economic Opportunity, 1967.

TABLE XVIII-A

ARKANSAS
COUNTY PARTICIPATION IN SELECTED GOVERNMENT PROGRAMS:
FEDERAL OUTLAYS FOR FISCAL YEAR - 1968

	St. Francis	Cross	Lee	Monroe	Phillips	Prairie
Population (Estimate, 1-1-68)	36,700	18,700	22,400	19,100	50,400	9,600
Consumer Spendable Income per Household	5,920	7,975	4,888	4,860	5,182	8,374
Programs						
Department of Agriculture						
Farm Operating Loans	373,400	185,620	373,130	29,180	404,490	126,960
Farm Ownership Loans	49,900	50,500	91,030	31,240	61,410	36,000
Economic Opportunity Farm Operating Loans	2,650	7,460	8,810	3,970	9,600	None
Above Moderate Income Housing Loans	None	None	38,800	None	None	None
Low to Moderate Income Housing Loans	413,550	430,950	301,170	105,590	393,750	231,600
Very Low Income Housing Loans	None	None	1,100	1,790	None	7,820
OEO Cooperative Loans	None	None	1,770	None	None	None
S&E Farmers Home Administration	53,336	33,324	58,857	22,009	56,963	27,553
Agricultural Conservation Program	92,006	82,484	71,971	52,321	101,403	110,503
Department of Health, Education and Welfare						
Aid to Families with Dependent Children	389,099	22,185	222,493	121,607	640,266	42,489
Vocational Rehabilitation Service	111,837	66,724	72,316	56,515	150,430	37,332
Aid to Permanently and Totally Disabled	194,877	76,286	103,332	81,142	320,402	56,867
Grants for M&CW-Child Welfare Services	15,014	7,780	8,769	6,756	19,654	3,037
Department of Housing and Urban Development						
Mortgage Insurance for Home Purchase and Improvement	435,000	221,000	76,000	91,000	798,000	55,000
Insurance Property Improvement Loans	63,000	64,000	29,000	39,000	127,000	31,000
Department of Labor						
Unemployment Insurance	58,754	7,986	8,911	15,144	41,567	4,245
Placement Service - Administration	51,652	None	None	None	29,515	None
MDTA - Institutional Training	70,206	None	None	None	2,403	33,840
Small Business Administration						
Small Business Financial Assistance Program	141,000	48,150	None	27,000	216,000	None

Source: Federal Outlays in Arkansas: A Report of the Federal Government's Impact by State and County. Office of Economic Opportunity, 1968.

APPENDIX V

WINTHROP ROCKEFELLER — GOVERNOR
LEONA A. TROXELL — ADMINISTRATOR

ARKANSAS EMPLOYMENT SECURITY DIVISION

P. O. BOX 2981 • LITTLE ROCK, ARKANSAS 72203

March 27, 1970

Mr. B. Eugene Griessman
Center for Occupational Education
1 Maiden Lane
Raleigh, North Carolina 27607

Dear Mr. Griessman:

This is in response to your request for employment data on six counties in Arkansas for the years 1965 through 1969.

Employment data is available on an annual basis only for the years 1965-1968 and for the first six months of 1969.

The following table presents the available employment data that should be suitable for your purposes:

		ANNUAL AVERAGES				Percentage Change
		1965	1966	1967	1968	1965-1968
Pilot Counties[1]	Total	21,250	20,925	21,825	23,225	+ 9.29
	Manufacturing	3,775	4,350	4,800	5,375	+ 42.38
Control Counties[2]	Total	19,750	20,000	19,400	19,250	- 2.53
	Manufacturing	4,025	4,125	4,000	3,975	- 1.24

		JUNE OF EACH YEAR					Percentage Change
		1965	1966	1967	1968	1969	1965-1969
Pilot Counties[1]	Total	22,825	22,725	22,625	24,225	25,800	+ 13.03
	Mfg.	3,675	4,125	4,975	5,350	6,300	+ 71.43
Control Counties[2]	Total	20,825	21,200	19,850	19,975	20,250	- 2.76
	Mfg.	4,075	4,050	4,050	4,150	4,275	+ 4.91

[1] Pilot Counties: St. Francis, Cross, and Lee
[2] Control Counties: Phillips, Prairie, and Monroe

If I may be of further assistance to you, please let me know.

Yours very truly,

Granville Duke

Granville Duke
Chief of Research & Statistics

GD:ah

THE UNIVERSITY OF NEW MEXICO | ALBUQUERQUE, NEW MEXICO 87106
BUREAU OF BUSINESS RESEARCH
505 277-2216

March 27, 1970

Professor B. Eugene Griessman
Center for Occupational Education
No. 1 Maiden Lane
Raleigh, North Carolina 27607

Dear Professor Griessman:

This letter confirms our telephone conversation of today. Your reported observations from a special study in which New Mexico's Sandoval County--chosen as a "pilot" area-- was considered to offer more promise in expansion of job opportunities than a group of "control" counties (Rio Arriba, Mora, San Miguel and Valencia). Our knowledge of the situation supports this conclusion.

Sandoval County adjoins Bernalillo County, where the City of Albuquerque is located. The town of Bernalillo is the county seat of Sandoval County, and is located only 17 miles north of Albuquerque--on the direct route to Santa Fe, the state capital. Albuquerque is enjoying industrial expansion, with a prospect of dual benefit for the southeastern portion of Sandoval County--job availability in the city, and establishment of satellite industries across the line in Sandoval County.

The "control" counties are rural in character, with industries largely natural resource-oriented Among these four, Valencia County tends to be dissimilar to the extent that it is experiencing much activity in uranium mining.

We trust that the enclosed copy of the New Mexico Statistical Abstract--just off the press-- along with a (slightly used!) county-outline map of the state, will prove helpful in your further evaluation.

Cordially,

William B. Perrin
Assistant to the Director

WBP/hs
Enclosures-2

A DIVISION OF THE INSTITUTE FOR SOCIAL RESEARCH AND DEVELOPMENT

THE EVALUATION OF

CONCERTED SERVICES IN TRAINING AND EDUCATION IN RURAL AREAS

This report is the last in a series of reports published by the Center for Occupational Education on the Evaluation of the project entitled "Concerted Services in Training and Education in Rural Areas," under the direction of Dr. B. Eugene Griessman. The entire set of reports provides a comprehensive picture of a program of evaluation based on the CIPP model. The publications are listed below, together with the per copy cost of each publication. The entire set of six volumes is available from the Center for Occupational Education for $10.00.

John K. Coster, A Preliminary Appraisal of Concerted Services in Training and Education in Rural Areas. Center Occasional Paper No. 1. 1967. $1.00.

B. Eugene Griessman, The Concerted Services Approach to Developmental Change in Rural Areas: An Interim Evaluation. Center Research and Development Report No. I. 1968. $2.50.

Richard Holemon, Horacio Ulibarri, and Mark Hanson, Concerted Services in New Mexico: An Evaluation of Developmental Change. Center Research and Development Report No. 5. 1969. $2.50.

J. Vernon Smith, Alvin L. Bertrand, Denver B. Hutson, and John A. Rolloff, Concerted Services in Arkansas: An Evaluation of Developmental Change. Center Research and Development Report No. 6. 1969. $2.50.

Lois Mann, George Donohue, and Charles E. Ramsey, Concerted Services in Minnesota: An Evaluation of Developmental Change. Center Research and Development Report No. 7. 1969. $2.50.

B. Eugene Griessman, Planned Change in Low-Income Rural Areas: An Evaluation of Concerted Services in Training and Education. Center Research Monograph No. 2 1969. $2.50.

For further information, or in ordering the reports, please write to:

Dr. John K. Coster, Director
Center for Occupational Education
North Carolina State University at Raleigh
1 Maiden Lane
Raleigh, North Carolina 27607

Checks should be made payable to the Center for Occupational Education.